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Sebastopol General Plan

PLANNING ASSOCIATES



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SEBASTOPOL GENERAL PLAN

Downtown Plan

Housing Element

Urban Design Element

The preparation of this report was financed in part from a Planning Assistance Grant from the Department of Housing and Urban Development, under Section 701 of the Housing Act of 1961, as amended.

Sonoma County Board of Supervisors
County Planning Commission
Sebastopol City Council
City Planning Commission

Planning Associates
June, 1969

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Introduction, Goals and Issues

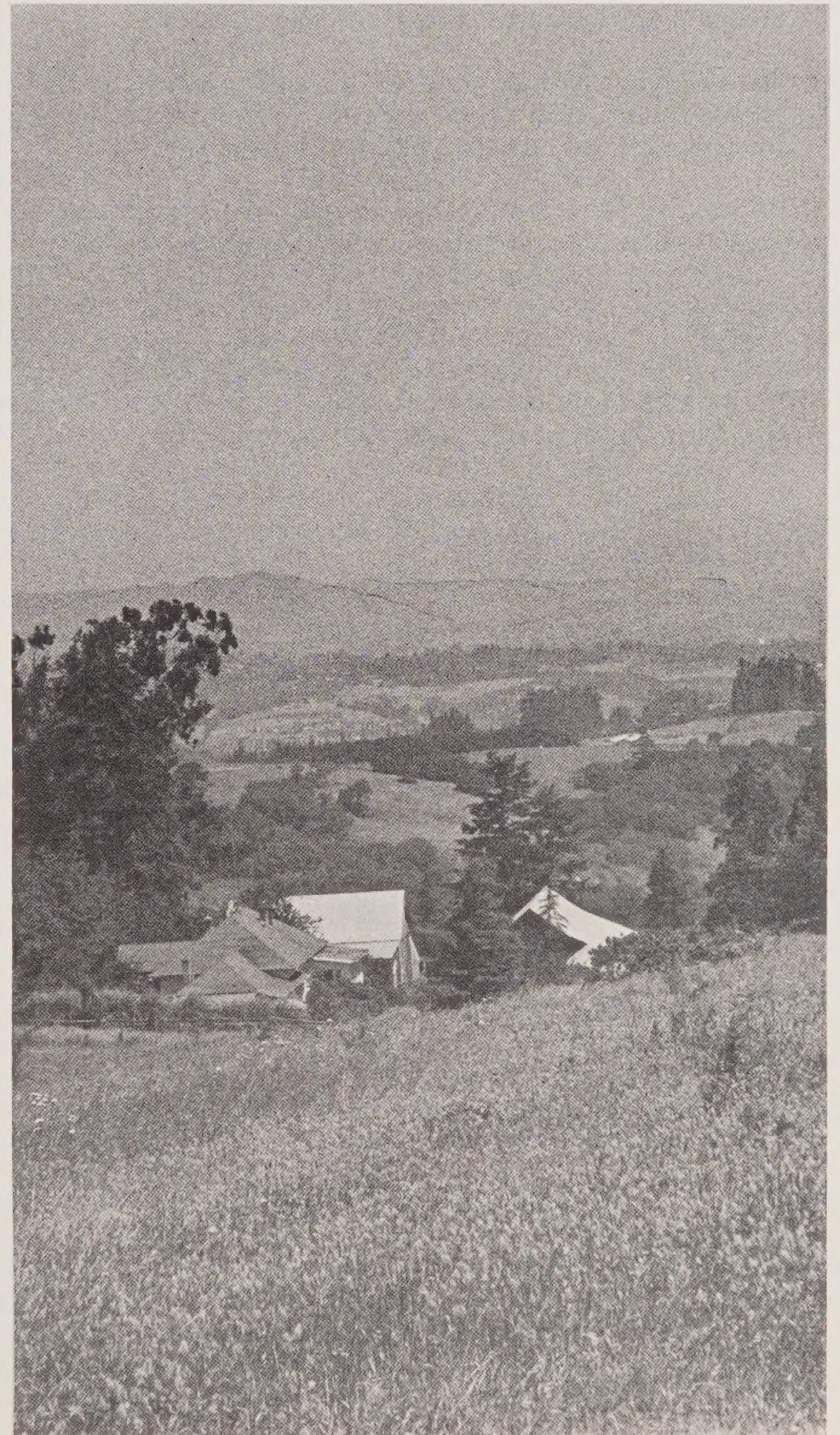
Long a place of serenity and bucolic charm, Sebastopol (named for the Crimean Battle made famous by the Charge of the Light Brigade) is nestled in the golden foothills of the Coast Range, looking east over the green-quilted Sonoma Valley. Behind the town, the grassy hills with their occasional patches of fir forest, scattered ranches and orchards roll westward to the blue Pacific. To the north winds the famous Russian River, beloved of Jack London and latter-day bohemians, with its redwood groves and teeming beaches. A short hour's drive south carries one through Marin County to San Francisco's Golden Gate. On the east lies busy Santa Rosa, the County seat and gateway to the Redwood Empire.

Since the Russian trappers rested their horses after returning laden from John Sutter's Fort in the 1830's, the green and gold valleys and ridges of the "Rancho Canada de Jonive" of the Spaniards have seen little change in their pastoral life and scenery.

Now comes modern California with its spreading metropoli, plagues of motor cars, and "ex-urbanites" looking for space and fresh air, greener grass and a "place of one's own." The grass is giving way to apple orchards; the forests are giving way to brush; and both are giving way to houses and subdivisions. The next 20 years will see the rapid urbanization of that which was once rural, and Sebastopol's people have been stirred to rise to this new challenge and plan for orderly new growth and development in order to keep the best of what they have while securing a high quality replacement of the natural by man-made environment.

This Plan presents the statement of policies and plans necessary to carry out the stated goals and objectives of the people of the 55 square mile Sebastopol Planning Area. Among those goals which prompted this joint City-County planning program were:

1. To preserve and enhance the scenic qualities of the surrounding fields, hills and groves.
2. To provide for an orderly and efficient



framework for new residential, transportation and commercial development.

3. To make optimum use of scarce public resources in developing new supporting facilities to serve new populations.
4. To encourage the abatement and replacement of substandard or unsafe structures.
5. To provide for fairly administered density controls so as to maximize the space available for each family and preserve as long as possible the existing natural environment and agricultural productivity.
6. To provide a forum for community discussion of major issues leading toward a consensus for action.
7. To expand, improve and revitalize the central business district.
8. To enhance the regional services provided by Sebastopol so that Sebastopol will remain competitive with other Valley towns in revenues and population settlement.

The issues with which the participants have grappled in the preparation of this Plan include the following:

1. Is it better to save orchards or let them be subdivided?
2. How far into the surrounding area should the City extend utilities?
3. What can be done to improve the retail sales volume?
4. Should new development be compact or spread out? Near established settlements or in new ones? On large lots or small ones? With apartments or single houses?
5. Where are the best street alignments for by-passing congested areas?

6. Can the Lagoon be ponded and used for recreation and amenity?

7. What should be done about trailers and substandard houses?

8. How should signs, wires, junk and eyesores be dealt with?

9. Can some of the orchards become parks?

10. Should all arterial roads have business frontage, or should some be treated as parkways, with limited access and green verges?

11. How can new industries and employment be encouraged, and where should they be located?

12. Should Santa Rosa and Sebastopol sprawl to a merger, or should a greenbelt separate and identify them?

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These questions have been answered by the Citizens Planning Committee and written into the Development Policy after full discussion of them. The Development Policy guided the design of the Plan which is presented in the body of this report.

This represents but a beginning in the long task of saving the rural amenities and bringing urban order and balance out of rural scatter.

Land Use and Traffic Analysis

Each parcel of land in Sebastopol has been field surveyed by the County Planning staff, and color-coded on a map which will be filed with the City Planning Commission. The twenty categories of land areas were then measured and tabulated to produce the following table of acreages by categories:

<u>1968 LAND USES</u>	acres
Water	358
Vacant Area	187
Grasslands	25,027
Orchards and Row Crops	3,730
Trees and Forest	2,099
Farm Houses and Estates	208
Single Family Houses	2,517
Duplexes and Apartments	78
Schools and Parks	112
Semi-public	135
Retail	131
Offices and Motels	21
Heavy Commercial	7
Industry	167
Roads and Railroad	1,144
<u>TOTAL</u>	35,921

The expanding population of Sebastopol since 1960 has aggravated the city's traffic problems. The anticipated population of 34,000 in 1990 will generate about 100,000 auto trips per day and aggravate the situation still more if no precautions are taken in the meantime. The most significant traffic problem is congestion. The increasing commuter traffic moving east to Santa Rosa, and the resort and vacation traffic moving north to the Russian River area cross in the center of Sebastopol. This results in hazardous congestion in the central area and inconvenient movement of pedestrians, and, consequently, a significant decline of retail sales for the merchants of downtown. Poor traffic circulation in the city also discourages new business and industry from locating in Sebastopol. More convenient, although costlier, sites are available near Santa Rosa.

The traffic situation in Sebastopol has been analysed for the conditions preventing a smooth flowing traffic network. Traffic hazards and congestion are the significant factors considered. All problem points are discussed in the Appendix. Also included in the Appendix is a table showing changes in traffic counts from 1951 to 1968.

Route 116 is the main shopping street for downtown Sebastopol. Unfortunately, this street also doubles as a state highway, being the major north-south route in the planning area. There is a conflict in traffic movement between these two road functions. At present, the maximum capacity of Route 116 is 1450 vehicles per hour during peak use, or 725 vehicles in each lane. The allowable level of service for downtown streets, serving through-traffic only at peak capacity, is level "E" (see Appendix) or 300 vehicles per hour per lane. Clearly, the undesirable influx of highway traffic has grossly exceeded the desired capacity, adding 524 excess automobiles to Route 116 downtown. For this reason, a 4-lane parkway, with limited access and 2 lanes in each direction, is recommended. It would carry 600 vehicles per hour per lane, having a free flow capacity of 1200 vehicles in each direction with the preferred level of service "A". The new parkway could easily handle foreseeable traffic loads in the future, even in peak traffic conditions. Being adjacent to the central district, shoppers could use it to reach downtown Sebastopol more conveniently, and thus the pedestrian and vehicular congestion which presently exist in the central district could be eliminated.

Route 12 from Santa Rosa can be classified as an urban arterial street, having a peak flow of 1000 vehicles per hour, or 500 vehicles in each lane. This road has reached the maximum allowable capacity of 500 vehicles per hour per lane under level of service "E", and occasionally maintains a level of service "F" which results in congestion and stoppage of traffic flow. A 2-lane divided parkway, one lane in each direction with no access control,

(with provisions for adding an extra lane each way) would carry 600 vehicles per hour per lane, or a total of 1200 vehicles per hour. This new east-west route would be adequate for many years of future use and could easily have the capacity increased if adequate right-of-way were purchased in the initial phase.

All of the other roads in the County presently have a volume of traffic below that of the maximum capacity allowed. This, however, does not mean that the driving conditions are desirable, as the analysis of existing and potential hazards and congestion (see Appendix) clearly indicates. But with the completion of the north-south and east-west by-pass parkways, and the other major arterials and improvements shown on the General Plan, traffic circulation in the Sebastopol planning area can be expected to improve significantly.

ROAD PRIORITIES

The first road needed in Sebastopol is one to relieve the traffic jam at the intersection of Gravenstein and Bodega Highways. The General Plan shows an extension of Petaluma-Healdsburg Avenues to a junction, thus providing a parallel and alternate "Main Street" for both traffic movement and improved shopping frontage. An extension of this road to the east to meet the new trans-lagoon parkway to Santa Rosa is ultimately required, but not as a necessary first priority project.

The best way to finance this road is to take it into the State Highway system, but only after improving Main Street prior to its dedication to the City. The State, however, may insist on a straight alignment which would involve removal of a portion of a major cannery. This is neither necessary or desirable, and the City may wish to develop this short stretch of street by itself, leaving the State only

the later task of providing the Parkway connection.

There are several dangerous points in the main artery system which should have priority attention, and they are listed in the appendix.

Straightening the Gravenstein Highway north of Graton and eliminating a very dangerous sharp zig-zag turn should be undertaken as soon as possible.

Next priority ought to go toward the design, financing, locating, engineering and right-of-way preservation for the main Parkway system in the vicinity of the City. These parkways are very crucial to the realization of the General Plan, but they will take many years of promotion and planning, starting now. They could be financed by State, County, or Toll Road Authority.

There are approximately 9 miles of County Road arterials required to complete the General Plan road network system so that all urbanizable areas will be fully accessible by 1990. It is the function of the Capital Improvement Program to determine if the County's projected road expenditures will build approximately one half mile per year of this system. If not, the system or budget should be revised to match.

An early priority leg of the Parkway system is the one from downtown to Hessel. The Gravenstein Highway in this area is building up a traffic volume which will require early relief.

There is a remote possibility that a Federal Parkway could be authorized from the Redwood Empire along the Russian River, through Sebastopol to Pt. Reyes. This is the only possible low-level route to the coast from the interior, lending further credence and urgency to the need for Sebastopol to take the lead in establishing its own planned links in such a possible system. These segments are needed to move local traffic regardless of the Canada to Mexico Parkway which has been discussed in Washington, so far inconclusively.

Economic Analysis

The Sebastopol Planning Area at this time contains about 17,000 people. According to July, 1968 population projections, it is expected to increase in population to approximately 34,000 by 1990. This population growth is based on a projection of employment growth, commuters coming into the area, and retirees in the area to 1990, as shown in the following table:

	<u>1960</u>	(possible) <u>1990</u>
Employed in area	2,650	5,500
Employed outside area	1,800	5,000
Retired	2,200	4,730
Total Population	13,527	34,000

The estimation of future employment resulted from interviewing managers in all the component businesses, examining recent trends in each activity, and plain guessing, since many people who live in Sebastopol work elsewhere, and vice versa. Also, the establishment of one big new industry in the region, although not anticipated, would nullify the whole population projection, and the 1990 population would be attained much sooner. But the Plan itself would still be valid; it would just have to be implemented sooner.

As far as the distribution of the anticipated employment goes, the following assumptions were made. Apples don't seem to promise as much as they used to. Orchards are being subdivided, people are paying less for apples than they used to, and it is costing more and more to import fruit for the local canneries. It cannot be assumed, therefore, that agricultural employment will increase by 1990, and, in fact, it will probably decline by several hundred jobs.

Processing might hold steady and even increase, and manufacturing will only result from serious and prolonged efforts at inducing industrial location. Trade is bound to go up with the increasing numbers of commuters and rising family incomes, assuming that the downtown is rehabilitated and made more attractive. Since there will probably be a \$53,000,000 retail sales treasure to be realized by 1990 (compared to \$17,000,000 in retail sales in 1968), this is one of the most promising ways to realize a good return from investment and create a new "industry." Jobs in trade could increase from 490 to 1,200 or more by 1990. Likewise, service, banking and other finance and "paper work" activities (including government) will all grow rapidly, so that there will probably be 5,000 or 6,000 jobs in the area by 1990, broken down as follows:

	<u>1960</u> (est.)	<u>1990</u> (poss. employ.)
Agriculture	850	520
Manufacturing	410	850
Construction	170	400
Trade	490	1,330
Service	180	900
Transportation, Utilities, & Communications	150	350
Government	190	660
All Other	210	480
<u>TOTAL</u>	2,650	5,530

These approximately 5,500 primary jobs will create sufficient employment to support approximately 16,000 people. In addition, commuters from Sebastopol will create a sufficient economic base to support an additional 13,500 people, and Sebastopol retirees and their families are expected to total 4,730, for a total of the 34,000 people anticipated by 1990.



Development Policy

1. THE DEVELOPMENT OF THE SEBASTOPOL AREA WILL BE ADMINISTERED BY THE CITY AND COUNTY SO AS TO MAXIMIZE OPPORTUNITIES FOR COMFORTABLE FAMILY LIVING IN AN ENVIRONMENT OF PROTECTED NATURAL SURROUNDINGS, HIGH QUALITY RESIDENTIAL NEIGHBORHOODS AND ATTRACTIVE TOWN CENTER AND LOCAL COMMERCIAL AREAS.
2. THE AGRICULTURAL BASE OF THE COMMUNITY WILL BE PRESERVED AS LONG AS POSSIBLE, AND A COMBINATION OF RESIDENTIAL AND AGRICULTURAL USES WILL BE ENCOURAGED OUTSIDE OF AREAS REACHED BY MUNICIPAL SERVICES.
3. SEBASTOPOL WILL MAINTAIN ITS IDENTITY AND INDIVIDUALITY WITHIN THE METROPOLITAN AREA, AND WILL CONTINUE TO BE SEPARATED FROM SANTA ROSA BY THE LAGUNA AND FLOOD PLAIN, BUT WILL CONTINUE TO COOPERATE TO MUTUAL ADVANTAGE WITH SURROUNDING COMMUNITIES.
4. ONE OF EACH OF THE REQUIRED NORTH-SOUTH AND EAST-WEST BYPASS ROUTES TO RELIEVE CONGESTION AT MAIN STREET AND BODEGA AVENUE WILL BE BUILT IN THE FORM OF A PARKWAY, EITHER BY THE STATE OR BY THE COUNTY AND CITY, AND EACH PARKWAY WILL HAVE A WIDE RIGHT-OF-WAY, BIKING AND RIDING TRAILS, RECREATION OPPORTUNITIES AND LANDSCAPED VERGES, LIMITED ACCESS AND GRADE SEPARATED INTERCHANGES.
5. AGRICULTURAL CONSERVATION AND OPEN SPACE TYPES OF LAND USES WILL BE GENERALLY ENCOURAGED IN OUTLYING ORCHARDS, FLOOD PLAIN, TREE FARMS, PRIME AGRICULTURAL SOILS, TIMBER AREAS, AND OTHER FARMLANDS AND GRAZING AREAS WHICH ARE NOT REQUIRED FOR RESIDENTIAL DEVELOPMENT OR URBANIZATION DURING THE PLANNING PERIOD.
6. SPECIAL EFFORTS WILL BE MADE TO ENHANCE THE COMPETITIVENESS OF THE SEBASTOPOL TOWN CENTER BY SOME OR ALL OF THE FOLLOWING STEPS:
 - PREPARATION OF A LONG-RANGE DESIGN PLAN WITH THE OBJECTIVE OF ACHIEVING ARCHITECTURAL HARMONY
 - INAUGURATION OF A SMALL CABLE CAR OR OTHER CONVEYANCE FOR CARRYING SHOPPERS BETWEEN

(ADOPTED AS AMENDED BY THE BOARD OF SUPERVISORS, MAY 6, 1969)

PARKING LOTS AND STORES OR OTHER DESTINATIONS

ASSOCIATED PARK WITH AN ARBORETUM WILL BE DEVELOPED EAST OF DOWNTOWN AND NORTH OF THE HIGHWAY 12 BRIDGE.

- SIGN CONTROL
 - LANDSCAPING, GREEN SPACES AND WALKWAYS
 - PROMOTION OF AN APPLE FESTIVAL, INCLUDING GUIDED TOURS THROUGH CANNERIES
 - RESTORATION OF WELL-DESIGNED, NEAT STORE FRONTS AND PAINTING OF BACKSIDES
 - UNDERGROUND WIRING
 - TRAFFIC RELIEF
 - SPACE ENCLOSURE AND "INFILLING" BLANK FRONTAGES
 - DESIGNATION OF TRUCK BYPASS ROUTES
 - ESTABLISHMENT OF AN OFF-STREET PARKING SYSTEM.
7. AN OPEN, LANDSCAPED TYPE OF CIVIC CENTER WILL BE DEVELOPED IN SEBASTOPOL TO CONNECT THE VETERAN'S MEMORIAL AND PARK, CITY HALL, MAIN STREET, NEW PUBLIC OFFICES AND CIVIC AND CULTURAL FACILITIES.
 8. A PUBLIC MEETING PLACE OR "SOCIAL CENTER" WILL BE DEVELOPED ON THE HILL ABOVE DOWNTOWN OR IN ANOTHER SUITABLE LOCATION AND WILL INCLUDE AN ARCHITECTURALLY PROMINENT DEVELOPMENT AND A PARK TO MARK THE LOCATION OF CENTRAL SEBASTOPOL.
 9. AN INDUSTRY RESERVE WILL BE SET ASIDE TO ENCOURAGE THE SETTLEMENT OF NON-NUISANCE INDUSTRY IN SUITABLE LOCATIONS WITHIN THE SEBASTOPOL PLANNING AREA.
 10. LUTHER BURBANK WILL BE SUITABLY MEMORIALIZED, PERHAPS WITH A COMMEMORATIVE ORCHARD, AND A CHILDREN'S PLAYGROUND WILL BE DEVELOPED CLOSE BY DOWNTOWN AND AVAILABLE TO SHOPPING MOTHERS.
 11. A LAKE OR LAGOON OF AT LEAST 10 ACRES, AND

12. LOCAL NEIGHBORHOOD CONVENIENCE CENTERS WILL BE ENCOURAGED TO DEVELOP IN OUTLYING COMMUNITIES SUCH AS CUNNINGHAM AND GRATON, BUT COMPARATIVE REGIONAL SHOPPING STORES SUCH AS GENERAL MERCHANDISE AND DEPARTMENT STORES WILL BE ENCOURAGED IN THE DOWNTOWN AREA.
13. SPECIAL EFFORTS WILL BE MADE TO LOWER THE COST AND RAISE THE STANDARDS OF HOUSING, DEVELOPED PRIOR TO BUILDING CODE, AND THE CITY AND COUNTY WILL STUDY THE FEASIBILITY AND DESIRABILITY OF TAKING ANY OF THE FOLLOWING STEPS JOINTLY OR INDEPENDENTLY TO THAT END:
 - AIDED SELF-HELP PROJECTS
 - CODE ENFORCEMENT
 - CONSERVATION AND RENEWAL
 - HOME MAINTENANCE INSTRUCTION
 - WAIVING ASSESSMENTS ON SPECIFIC HOME IMPROVEMENTS.
14. THIS GENERAL PLAN WILL BE PERIODICALLY IMPROVED AND UPDATED WITH THE FULLEST PARTICIPATION OF THE PEOPLE WHO RESIDE IN THE AREA.

Future Land Requirements

Land requirements to settle and provide for the 34,000 people estimated to be occupying the Planning Area by 1990 can be calculated, depending upon Development Policy and certain assumptions.

The following table indicates a preliminary distribution of population to different residential densities, pending the discussions and final statement of Development Policy which will follow the distribution of this Plan.

The assumed densities from which the table was derived are the following:

- Farms and Estates, averaging 1 or 2 acres for each family (but counting the bulk of the land in the case of a farm as "agricultural" rather than "residential")
- Single Family Houses, averaging four persons per acre (about 1.3 families) for those outside town on septic tanks, and nine persons per acre (about 3 families) for those inside towns on the sewer system. (This would imply minimum lots of about 15,000-20,000 sq. ft. outside and 8,000-9,000 sq. ft. inside.)
- Duplexes, averaging about 23 persons per acre (about 9 families) with minimum area per family around 3,500 square feet
- Row Houses and Apartments, averaging about 40 persons per acre (18 families) implying minimum lot area of around 2,000 square feet per family.

There is a very large area already devoted to retail sales, although this is partly due to land use field crews listing as "retail" some things which are more usually classified as "heavy commercial."

The actual acreage required for efficient service to their customers by 1990 would compel Sebastopol's merchants to establish about 40 acres of sales space and parking. Since there are already 131 acres, it would seem that very

little additional space is necessary. However, other factors must be considered too. Retail sales are not efficiently handled. There are many merchants who rent space more for hobbies than profit. There are others who are in the process of going out of business because of superior competitive merchandizing on the part of newer stores. There are vacant stores to allow for turnover and attrition, but also, importantly, there must be plenty of the free competition allowed in a democratic society. Too tight a zoning restriction creates monopolies, so more land has to be zoned for commercial use than will ever actually be so used. Therefore, an arbitrary figure of 100 acres additional is suggested, which can go 5 or 10 acres at a time into the 8 neighborhood centers shown on the Preliminary Plan, with the rest downtown.

The economic forecast also predicts a three-fold increase in purchasing power during the planning period, which can be gleaned in Sebastopol if the commercial areas are made more convenient, attractive and competitive than those in Santa Rosa and Cotati.

A tract of land for industry of at least 100 acres should be set aside and reserved for that purpose, even though there are no known takers at the present time.

There ought to be a good motel somewhere near Sebastopol to serve the Coast and Russian River travelers, as well as those taking the low level route to Point Reyes National Seashore. Such a facility, if graced with an excellent bar and restaurant, could attract small conventions to Sebastopol. For these prospects at least 15 or 20 acres would be needed, along with a substantial acreage for new office buildings for administrative and professional use.

Additional service industries (like bakeries) will be required for the new and larger population, although few predict the establishment of additional canneries. Heavy commercial uses (including much of the acreage listed as "retail") will occupy at least 35 acres by 1990.

The roads required to give access to the 2,832 acres of new urban development will use up an additional 25%, or about 700 acres, although careful design and planning could reduce this figure to about 20% (566 acres), thus saving several million dollars. The 1967 and 1990 land uses are compared in the following summary:

DISTRIBUTION OF 1990 LAND USES,
BASED ON A POPULATION OF 34,000

	<u>1967</u>	<u>1990</u>	<u>Change</u>
WATER	358 ac.	420 ac.	+ 62 ac.
VACANT AREA	187	150	- 37
GRASSLANDS	25,027	22,619	- 2,408
ORCHARDS & ROW CROPS	3,730	2,030	- 1,700
TREES & FOREST	2,099	2,200	+ 101
FARM HOUSES & ESTATES	208	658	+ 450
SINGLE FAMILY HOUSES	2,517	4,807	+ 2,290
DUPLEXES & APARTMENTS	78	178	+ 100
SCHOOLS & PARKS	112	232	+ 120
SEMI-PUBLIC	135	185	+ 50
RETAIL	131	231	+ 100
OFFICES & MOTELS	21	65	+ 44
HEAVY COMMERCIAL	7	35	+ 28
INDUSTRY	167	267	+ 100
ROADS & RAILROADS	1,144	1,844	+ 700
<u>TOTAL</u>	35,921 ac.	35,921 ac.	



General Plan Description

The accompanying Plan map illustrates a harmonious and orderly development pattern for 1990, capable of supporting a population of 34,000 people together with all the roads and other community facilities and services required to provide them with comfortable, convenient and attractive surroundings. The following are general proposals that are reflected in the Plan. A specific discussion of the General Plan Map categories concludes this section.

The main north-south and east-west traffic ways will pass outside the central congested area, but not so far as to lose any of the commercial value from impulse buying by through-traffic car occupants. It would still be possible to see the central area businesses and off-street parking lots, while permitting uninterrupted flow of traffic for those not desiring to stop.

The principle natural resources, the creek-beds and the ridges of the hills, the outlying orchards and the Laguna flood plain, are all indicated for green-belt retention. Only as much land (in proximity to services and access) as is required for residential settlement is indicated for that purpose.

Each community area is provided with centrally located schools and services, and separated from the other communities by a strip or band of farmland greenery or other open space.

The main trunk of the intensive urban development follows the ridge from Graton to Mt. Vernon, favoring the east slope in the south and the west slope in the north, since those are the areas to be served first with sanitary drainage facilities.

On the east side of the Laguna flood plain a large reservation for possible industrial development (downwind) is proposed, and on the north side a small residential community with neighborhood shops and school is proposed.

(It may later become feasible to dredge canals into the Lagoon and create waterfront lots, if a constant source of water can be found.)

A Laguna Park is proposed for the area east of downtown along the Laguna de Santa Rosa. This proposal dates back to the 1964 Sonoma County Planning Department's Recreation Plan 1985 where this area was designated "a pastoral area to be a portion of reserve between Santa Rosa and Sebastopol. Unsuitable for intense development, but possible for day use. Eventual possibilities: Zoo, museum." The urban design portion (technical report #5) of the 1966 Santa Rosa Area General Plan includes a specific recommendation for study of the Laguna de Santa Rosa "for the purpose of conservation of wildlife habitat, the realization of flood storage needs, the enhancement of agriculture, the use of the Laguna for distribution of sewage effluent, the provision of open space, and the growth of recreational opportunities."

A park has been under study for the Ragle Ranch area northwest of Sebastopol. Part of the ranch was drawn up in a plan done in 1966-67, at which time consideration was also given to using the whole ranch in conjunction with County parks to establish a 150 acre regional park. However, no further action has been taken on this.

A waterfront park is suggested for the proposed Reservoir in the Roblar Road area, to be developed as a waste-water ponding and storage area as part of the sanitary drainage system. The engineers have stated that the water quality will be good enough for swimming.

Several smaller sites for urban recreation are also proposed, including a hill-top social center, tower and park; a campus type civic center and other vest-pocket parks at such locations as Luther Burbank house, the Buddhist Temple, downtown squares, and similar locations.

Medical-dental clinics and offices are provided with space in the Plan and should be encouraged to concentrate in a zone south of the central business district. The High School is provided with an expansion area to tie into the Laguna Park and Parkway, around the north end of a proposed professional-administrative (or light industrial) center.

Apartments and motels are clustered around the core area, with a few outlying sites for future development at major traffic points and along the Laguna.

It is expected that most large parcel homesteads will remain for a long time and continue to dominate the residential character of the neighborhoods outside of Sebastopol proper. However, the gradual introduction of sewer service into these presently rural areas will see the subdivision of homestead parcels into city or suburban lots, and the consequent decline of the pastoral environment which is one of the present day charms of Sebastopol. It is for this reason principally, that the Plan proposes such unaccustomed features as parkways and stream-side paths and downtown parks. So few of the 34,000 people of 1990 would otherwise be able to enjoy the trees, wide green spaces, and bounteous backyard-gardens and groves that now predominate.

There is no good reason why each new house, fence, garage, sign, garden or man-made element of environment should not be better designed than its predecessors. The first man who runs into higher development standards will complain very loudly, but the entire community will benefit immensely if such standards are persistently applied over a twenty-year period. Other communities in California have successfully insisted upon such requirements; why not Sebastopol? It really doesn't cost any more to be a little careful with the design of development, and if in ten or twenty years it can make the difference between a prosperous and beautiful suburb or a rural shantytown, the great majority of the people will have considered it well worthwhile. The application of urban design principles to development is one of the principal features of the proposed Plan.

The General Plan map contains a legend which designates by color key each of the different land use areas which are proposed to settle the population of 1990. These land use areas are described herewith.

Agriculture, Flood Plain and Recreation Reserve

This is fairly self-explanatory. It covers the areas not needed or suitable for urban development (subdivision, etc.) and seeks to protect the basic economic wealth of the community, which is agriculture, although this is changing now. The Recreation Reserve is a category within the agricultural area from which future parks, trails, playgrounds, picnic areas or any public or private recreation spaces can be drawn. It incorporates the parkway verges, the areas suitable for ponds and lagoons, the areas required to supplement school yards, the downtown parks needed to provide relief from traffic noise and sidewalk confusion, and all other purely "recreational" space. Such areas, of course, will continue to be used for farming, land speculation, private gardens, and such things, just as they have in the past. The County already has a flood plain zoning ordinance which protects the flood plain against ill-advised developments, and the City should have one as well.

A natural channel for Atascadero Creek was chosen for the Sebastopol General Plan, rather than an engineer's trapezoid channel, for several reasons. First, the creek bed can be maintained as a natural drainage channel with runoff inlets and seepage for crops, rather than an expensive trapezoid channel which would have to be designed and built at great expense to do what the creek bed already does. Second, the creek bed is superior in safety features to the trapezoid channel, especially for small children and animals. Third, the creek bed is aesthetically superior to the trapezoid channel as a natural element of the environment and particularly when in use with a park or other area of recreation. Also, a natural water course would maintain the ecological balance of birds and small animals, while a concrete channel would not. It is recommended that no buildings be permitted within 100 feet of the center line of the channel, and that this "greenbelt" along the streams be utilized for trails, parks, and other recreational and conservation uses.

Parks and Schools

This is the next category of largely "open space" shown on the Plan. This use will represent 232 acres by 1990. School-parks play a dual role in serving educational purposes and meeting community recreation needs. An accepted standard size of a neighborhood park-school is a minimum of 13 acres, which include 8-10 acres for educational purposes (school building) and 3-5 acres for community recreation. Use of a park-school to meet local recreational needs results in the economies that come from joint purchase and use of the land, and from afternoon, weekend and summer use of the schoolgrounds. Locations for the existing and proposed park-schools are shown in circles on the General Plan Map. They are intended to represent nodes of activity for, and thus give definition to, the neighborhoods they serve.

Heavy Commercial and Light Industry

If all the factories, packing plants, research laboratories and other heavy commercial and light industrial land uses are developed as expected by economic forecasts, then they will require a substantial part of the 300 acres set aside for these uses on the General Plan. This includes areas already developed for such purposes, such as the packing plants along the railroad at Graton. The large area designated for industry on the east side of downtown Sebastopol (downwind) could be expanded to several thousand acres if that much space were ever needed. Meantime, it is just cow pasture and the fringes of flood plain. Unfortunately, too many of the residents will continue to be commuters, and it will be difficult, without a serious promotional effort, to get as much as 300 acres into industrial land use by 1990.

The living areas necessary to house 34,000 people are divided up into several categories representing different densities and different environments.

Rural Residential

This area, shown in light yellow on the map, includes farms and estates, as well as small holdings and households who simply like to have a lot of room around themselves. All of the people needing 5 acres or more of land around each house would probably not use up more than 700-800 acres of land by 1990. However, much of the area has already been divided into less than farmsized lots and parcels, and all such areas are included in this "rural residential" category, even though most of the parcels will still not have houses on them in 1990. There are altogether about 6000 acres in these farming and low density land use areas, as shown on the map.

As can be seen from the table on future space requirements, the amount of acreage of grasslands, orchards and row crops would shrink by about 4,000 acres, and the amount of land required for urban purposes, such as housing, roads, industry and shopping, would increase by that amount.

Residential (including Duplexes, Row Houses, Trailers and Apartments)

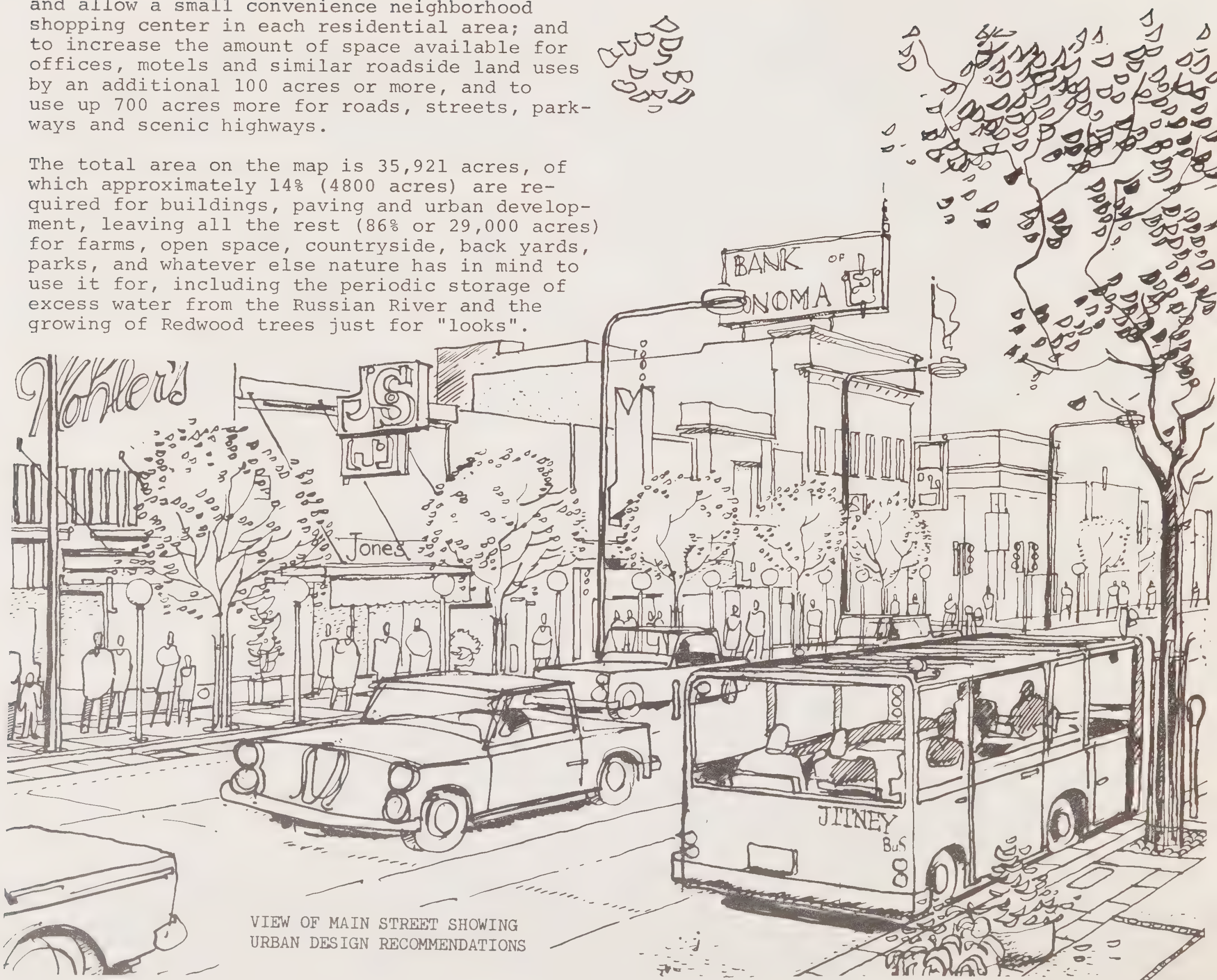
The number of acres set aside on the General Plan Map for housing of all kinds (except "rural" above) is about 3,500 acres. This includes the dark yellow areas for single-family houses, expected to have fairly small lots whenever the sewer service is extended, and orange areas where the plan proposes to allow developers to put up apartments, row houses, duplexes, and such, in order to make more efficient use of improved property and, hopefully, to bring down the cost of housing for the less affluent members of the community.

Retail Commercial and Mixed Roadside Use

The General Plan also proposes to add 62 acres to the water surface, in the next 20 years, and to encourage tree planting or reforestation, to expand the downtown retail shopping area

and allow a small convenience neighborhood shopping center in each residential area; and to increase the amount of space available for offices, motels and similar roadside land uses by an additional 100 acres or more, and to use up 700 acres more for roads, streets, parkways and scenic highways.

The total area on the map is 35,921 acres, of which approximately 14% (4800 acres) are required for buildings, paving and urban development, leaving all the rest (86% or 29,000 acres) for farms, open space, countryside, back yards, parks, and whatever else nature has in mind to use it for, including the periodic storage of excess water from the Russian River and the growing of Redwood trees just for "looks".



VIEW OF MAIN STREET SHOWING
URBAN DESIGN RECOMMENDATIONS

Housing Element

An inventory was made of all relevant published material on regional, County and local housing, including numbers of units, ages and conditions of units, vacancy rates, types and prices of units, construction rates, incomes of residents, and general environmental characteristics. This research was supplemented by field work and interviews with realtors and building contractors. Summaries of the realtor interviews and housing surveys and a copy of the questionnaire appear in the Appendix, as well as a summary table of BATS information, an outline of a proposed abatement program for substandard housing, a list of housing problem areas in Sebastopol, and a list of methods for improving the quality of housing. The section which follows herewith contains summaries of inventory data, discussion of the housing element in general, a proposed outline for a housing program, a proposal for temporary relocatable houses, and the Sebastopol Housing Policy, adopted by the Sebastopol Planning Commission on February 25, 1969.

Summary of Findings

1. There are several hundred families in the Sebastopol area who do not have rental or purchase housing units available to them at less than 20-25% of their income, according to a BATS survey.
2. Twenty percent of all houses (about 400) were listed as "dilapidated" in the 1960 Census, and 60% were built before 1939.
3. There are presently 2500 "substandard" dwellings, according to Sonoma County, and 353 should be demolished.
4. There is a shortage of suitable housing, according to local realtors, who report 8-12 unmet inquiries each day to each realtor. Under present financing conditions the major demand (\$100-\$125 rentals) cannot economically be met through new construction (costing \$12-\$14 or more per square foot).
5. By 1990 there will be an additional demand, if Sebastopol is to realize its economic growth potential of 1500 units selling for less than \$10,750 and 2000 units renting for under \$100 per month in 1968 dollars.
6. By 1990 there will have to be 6270 additional new units built, plus more than 1000 replacement units for those lost by attrition through inability to remodel to present standards. (The exact number depends upon whether the area will elect to get rid of its slums, or allow them to remain as a blighting influence on all land values.)
7. An additional 2500 units now existing will become old and obsolete during the next 22 years, so a grand total of 455 units may have to be built each year to 1990 in order to upgrade the present inventory and meet normal growth requirements.
8. Of these 455 dwellings annually, at least 200 cannot be provided through present building methods, and will require some form of supplementary aid or subsidy.
9. There are a number of means available to assist housing construction, including Federal loans, grants and mortgage insurance as well as State and local technical assistance.
10. The only apparent alternative to a housing assistance program is the widespread use of trailers for large segments of the population.
11. A sampling of public opinion in Sebastopol indicates that a majority are in favor of aided self-help housing, code enforcement, redevelopment, and rent subsidy, in that order.

The primary purpose to be considered in this housing element is the development of the health, safety and welfare of the general public. This is a portion of the General Plan, and upon its adoption by the legislative bodies, will become official policy.

The State government recognizes the importance of good housing and in the 1968 legislative session produced AB1952 which states that, to each General Plan must be added:

a housing element consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the plan shall endeavor to make adequate provision for the housing needs of all economic segments of the community.

A General Plan may also include

a housing element consisting of standards and plans for the elimination of substandard dwelling conditions.

At a recent conference sponsored by the State Housing Agency, no State Policy in support of the legislation was offered. Since that time, however, the State Planning Office has issued a State Development Plan which makes the following points:

1. The State needs 5,000,000 more dwellings by 1980.
2. The State should foster a balance of home, work, income, jobs, rent, community services, recreation and other needs for each neighborhood, town and city.
3. The State needs to stimulate low cost housing for minorities, low-income families, large families, the elderly, and agricultural workers.
4. The State Plan recommends that a mortgage revolving fund be established for non-profit sponsors of low cost housing, in addition to the following already available tools:
 - a. State Housing Code (1923)
 - b. State Redevelopment Law
 - c. Cal-Vet mortgages
 - d. Authorized limited dividend housing corporations
 - e. Technical assistance offered (1965)
 - f. Zoning, subdivision and other ordinances
 - g. AB115 which provides for non-Federal renewal of residential areas, financed by municipal tax-free bonds.

The Federal government has for a long time had a policy of providing "decent, safe and sanitary housing in a good neighborhood environment for every American family." The tools for carrying out this policy are numerous, if thus far limited in effectiveness. They include open housing legislation, slum clearance programs, new town subsidies (requiring a minimum of 15% low cost housing) and numerous forms of subsidy to private builders of moderate cost housing. (The term "low cost housing" is a little misleading, because there really is none. In the country as a whole, 40% of all families cannot afford any new house in the private market. Therefore, until mass production is applied to bring down the unit cost, the only "low cost" housing is either that which is subsidized or that which is substandard or slum.)

As for Sonoma County and Sebastopol, the best place to start examining the housing question is with the Bay Area Transportation Study sampling of 31,000 households in the Bay Area. The BATS data (see Appendix) indicate that, while there are at least 22,000 families or households in Sonoma County earning less than \$7000 per year, there are only 6500 dwellings renting for less than \$75 per month, and probably not more than 5,000 units selling for less than \$14,000. In the Sebastopol area there are at least 2600 families with incomes below \$7000 and not more than 700 low rental units or 1400 houses selling for less than \$20,000.

(The inaccuracies of the BATS sample are illustrated by the fact that they found no units renting above \$126 per month when there are known to be many.)

Other ways of determining housing needs in the Sebastopol area included the following:

1. Interviewing real estate brokers and agents to determine the kinds of problems existing and the quality and quantity of existing dwelling units.
2. Home builders and developers were contacted to determine quality of housing being produced.

3. Discussions were held with other interested people and officials to determine the facts and attitudes that color the beginning of public policy in this important area.
4. A survey was undertaken in the Sebastopol area to determine neighborhood housing quality and the location of substandard housing enumerated in the 1960 Census.
5. Retirement groups and County Welfare people were contacted about the problems of the retired sector of the Sebastopol population.

These surveys are but crude representations of the existing situation. Nevertheless, it seems clear that several hundred families in the Sebastopol area do not have housing available within their incomes. This is partly explained by the fact that many people are retired and have paid off mortgages on homes that are much more valuable than their present incomes would indicate they could afford.

From the table, it may be inferred that the lower 20% of Sebastopol families (1236) are earning less than \$3000 per year, while the number of \$75 rentals is only 736. These families include many making zero income (unemployment occasionally runs above 400 families) so it is likely that housing subsidies are required to shelter several hundred families. Such subsidies are presently available only through the County Welfare Department.

The number of housing units selling for less than \$7500 can only be a small portion of those 1200 units worth less than \$20,000, so the rent-to-income ratio is relevant here.

To corroborate the foregoing, field interviews indicate that only a handful of units are presently listed for sale at below \$7500, and they are characterized as "shanties" or "slums," except for the trailers.

When looking at the future requirements for housing, the picture looks much worse (see below). The new State Building Code went into effect about 1964, and most of the units built before that time are "substandard" according

to the new code. Undoubtedly many of the low income families will fall heir to these older homes as new ones are built to house the affluent and the newly arrived. Many of these older houses, however, are badly in need of repair and will require substantial maintenance if they are not to turn into slums and blight the neighborhoods around them.

In the Sebastopol area, the survey shows that 485 units are "new," 1019 are 6 to 14 years old, and 2222 are over 15 years old. There is an apparant demand for low rent units amounting to 20 or 30 unmet inquiries each day at present. The County staff reports 2500 units presently substandard, of which several hundred should be demolished. The real estate offices receive up to 10 requests each, daily, for 1-2 bedroom units in the \$10,000 to \$15,000 range. None are available, and few are being built. Less than one half of one percent of the housing supply in all categories is reported vacant.

Citizens at large in the planning area were interviewed and gave the following comments on the housing situation:

1. The property taxes should be lowered to allow people to stay where they are. (This is an indication also of economic pressure on low income families.)
2. Building code enforcement was slipping and should be carried out under a stronger program.
3. There are not enough vacant homes or apartments available at reasonable prices.

The present inventory of housing from the Census shows 80% of the dwelling units in sound condition and 20% deteriorating or dilapidated. It is also important to realize that 60% of the dwelling units were built in 1939 or earlier and may have to be replaced by the year 1990. Assuming family incomes remain steady and in the same proportions for the next 20 years, it is possible to project the required number of dwelling units needed for the 1990 population of 34,000 in each category of housing cost.

<u>% of Total</u>	<u>Rental Costs*</u>	<u>Units Needed by 1990</u>	<u>Ownership Costs</u>	<u>Units Needed by 1990</u>
20	\$95&up	508	\$17,250&up	746
20	\$75-95	508	\$13,250-17,000	746
20	\$60-75	508	\$10,750-13,250	746
20	\$47-60	508	\$7,500-10,750	746
20	0-\$46	508	0-\$7,500	746
<u>TOTAL</u>		2,540		3,730

These 6270 units would house the next increment of population growth in the Sebastopol area. At the present time there are practically no units being built for the bottom 80% by income. Realtors report that a new garden apartment would cost \$21,000, and they are afraid renters cannot be found at the \$150 per month needed to amortize them at a profit.

If 6270 dwelling units are built over 22 years (to the year 1990), a building program results averaging 285 units per year. When 60% of the existing housing inventory becomes dilapidated or obsolete by the year 1990, 3762 units (primarily low cost) will have to be constructed. By combining the necessary new units and replaced existing units, an average of 455 units results which must be constructed or remodelled each year. This level of construction, at such low prices, could only be achieved by a fundamental reform of present home building methods.

A planned approach to a Housing Program might involve the following:

1. A housing authority set up on a City and/or County basis to coordinate planned growth and stimulate the construction industry. This housing authority should concentrate on low income families such as: the elderly, minorities, large families and agricultural workers.
2. A non-profit development company might be formed to take advantage of all financing available from State and Federal sources for low cost housing.

3. Consideration should be given to setting aside certain areas for the construction of low cost housing outside the standards established for other areas in the community.
4. Well designed mobile home parks in suitable locations might provide temporary housing for many low income families. (See section on temporary relocatable houses.)
5. Aided self-help housing under Title X, Rural Housing. (Might account for only 5% or less due to the problems existing under an actual program now underway in the County.)
6. Low cost wood frame garden apartment clusters on open land with possibly mass produced components or plumbing cores could provide for some of the required housing.
7. Increase of long term loans under Title VIII, Secondary Mortgage Market, could help aid additional families to secure homes.
8. Rent supplements under Title II of the 1968 Housing Act have the greatest promise in meeting the needs of disadvantaged families.
9. Reduce subdivider's costs and length of time required to process application by redrafting public action required for developing subdivisions.
10. Redevelop present problem areas (circled on Housing Map).
11. Enforce abatement program (see Appendix)
12. Subject to approval by the City Council and the Board of Supervisors, the following schedule is proposed:
 - March, 1969. Adopt Housing Policy as an Element of the General Plan.
 - April, 1969. Appoint a Housing Commission or Committee and ask them to study and report back in 6 months on the best ways and means of bringing about the construction of an average of at least 200 low cost dwellings per year, between 1970 and 1990, after reviewing the alternatives together with others which may be suggested to them.
 - June, 1969. Begin to list the names of those who need help in obtaining decent, safe and sanitary housing at prices they can afford.

November, 1969. Receive the report of the Housing Commission or Committee and establish the first priority project for achieving housing goals.

January, 1970. Review, update and re-adopt the Housing Element of the General Plan and delegate administrative authority for conducting the various phases of the Housing Program.

Temporary Relocatable Houses

The present reticence of the City Council to enter the field of housing, traditionally reserved for private initiatives, raises the question of private enterprise possibilities in providing low cost housing.

There are now on the market prefabricated units, built by companies which developed the technology as manufacturers of mobile homes, which can meet the local building codes and so pay their fair share of local taxes. These units will sell for about \$5000, furnished, and can be delivered to a site by returnable chassis. Blocked up and skirted by screening, they make a serviceable home for people who cannot afford any other new house now being marketed in the Sebastopol area. Some of these units have board and batten siding and fit very well into the traditional architectural style. The units can later be replaced on the same site with permanent housing when ways are found to finance them.

Meanwhile, the property so used, which could be leased, borrowed or purchased, would be carrying its share of taxes and income, and housing a large element of the population which can in no other way now available provide themselves with decent, safe and sanitary housing within their means.

This project could be developed by a public corporation, or by a non-profit company for limited returns (8%), or by a profit-making venture of local businessmen for somewhat higher rents. Typical financing of such a package might approximate the following guesses:

Raw Land (if not leased) (30A. @ \$4,000/A.)	\$120,000
Site Improvements (30A. @ \$4,000/A.)	\$120,000
Recreation Facilities & Landscaping	\$120,000

Total Land Cost	\$360,000
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Or, at 8 sites/A. - \$1541.75 per site

Mobile Home Cost (240 units at \$5,000 ea., fully furnished, 12'x60 units)	\$1,200,000
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Operating Expenses & Salaries (\$30,000/yr. for 9)	\$270,000
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Interest on Revenue Bonds @ 4% for 9 years	\$577,000
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Legal and Organization Costs	\$35,000
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TOTAL PROJECT COST	\$2,442,000
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INCOME ANALYSIS

Combined rent for one mobile home and one site, no utilities - \$95 per month

\$95/mo. x 12 mos. - \$1,140/yr. x 240 sites

Gross Annual Income	\$273,600
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\$273,600 Gross Annual Income x 9 years -

TOTAL PROJECT INCOME	\$2,462,400
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SEBASTOPOL HOUSING POLICY

1. THE CITY AND COUNTY WILL JOINTLY APPOINT A HOUSING COMMITTEE OR COMMISSION TO REVIEW THE SITUATION IN DEPTH AND SET UP THE MECHANISMS FOR IMPLEMENTING A HOUSING POLICY WHICH WILL ULTIMATELY PROVIDE A DECENT, SAFE AND SANITARY DWELLING FOR EVERY FAMILY THAT LIVES OR WANTS TO LIVE IN THE SEBASTOPOL AREA, IN ACCORDANCE WITH THE REQUIREMENTS OF THE STATE AND FEDERAL GOVERNMENTS AND THE STANDARDS ESTABLISHED BY THE PEOPLE OF SONOMA COUNTY AND SEBASTOPOL.
2. THE CITY OF SEBASTOPOL AND SONOMA COUNTY WILL STRIVE TO IMPROVE HOUSING CONDITIONS IN THEIR RESPECTIVE AREAS OF JURISDICTION BY ENFORCING AN ACTIVE PROGRAM OF ABATEMENT OF SUBSTANDARD DWELLING UNITS WHICH PRESENT A HAZARD TO THE GENERAL PUBLIC AND TO THE OCCUPANTS, AND DEPRESS SURROUNDING PROPERTY VALUES.
3. EVERY EFFORT WILL BE MADE BY SONOMA COUNTY AND SEBASTOPOL TO ENFORCE THE PROVISIONS OF THE SEBASTOPOL GENERAL PLAN; BY RE-ZONING TO ELIMINATE NON-CONFORMING INDUSTRIAL USES IN RESIDENTIAL AREAS; BY MAKING USE PERMITS AVAILABLE FOR MOBILE HOME PARKS AND LOW COST HOUSING IN THE DESIGNATED AREAS; AND BY ACTIVELY SEEKING MEANS TO REMOVE UNSOUND BUILDINGS WHERE THEY EXIST.
4. THE COUNTY AND CITY WILL ENCOURAGE ADMINISTRATIVE SUPPORT TO LOCAL PUBLIC AGENCIES AND NON-PROFIT CORPORATIONS TO ENABLE THEM TO QUALIFY FOR STATE AND FEDERAL FUNDS AVAILABLE FOR LOW AND MODERATE COST HOME IMPROVEMENT AND CONSTRUCTION LOANS AND GRANTS.
5. THE BUILDING INSPECTORS WILL ENDEAVOR TO ENFORCE THE PRESENT BUILDING CODE, ELIMINATING THE SUBSTANDARD ABANDONED STRUCTURES FIRST, AND THEN THE WORST OF THE DETERIORATED HOUSES, AND SO ON UNTIL ALL BUILDINGS ARE BROUGHT UP TO STANDARDS CONSONANT WITH A LOW COST HOUSING PROGRAM AND THE AVAILABILITY OF REMODELLING AND REHABILITATION FUNDS.
6. IF THE BUILDING INSPECTORS REPORT EVIDENCE OF OVERCROWDING, THE CITY AND COUNTY WILL ADOPT A HOUSING CODE AND PROCEED TO ENFORCE IT.
7. THE COUNTY OR CITY WILL EXPLORE THE FEASIBILITY OF A FEDERAL REDEVELOPMENT GRANT TO HELP CLEAN UP SOME OF THE DETERIORATED RESIDENTIAL AREAS.
8. FEASIBILITY OF THE FORMATION OF A LOCAL, NON-PROFIT CORPORATION TO FILE AN APPLICATION FOR LOW COST HOUSING LOANS FOR RENEWAL OF HOUSING, MOBILE HOME PARKS AND LOW COST HOUSING CONSTRUCTION WILL BE EXPLORED. THE CITY AND COUNTY WILL CONSIDER PLACING A BALLOT INITIATIVE AT A FUTURE ELECTION, CALLING FOR THE ISSUANCE OF A REVENUE BOND TO FINANCE THE CORPORATION'S EARLY EFFORTS AND PROVIDE MATCHING FUNDS. (REPRESENTATIVES OF THE PLANNING COMMISSION OR LEGISLATIVE BODIES WILL BE APPOINTED AS PUBLIC REPRESENTATIVES ON THE CORPORATION BOARD OF DIRECTORS.)
9. IN ACCORDANCE WITH THE GENERAL PLAN, SPECIAL EFFORTS WILL BE MADE TO LOWER THE COST AND RAISE THE STANDARDS OF HOUSING DEVELOPED PRIOR TO BUILDING CODE, AND THE CITY AND COUNTY WILL STUDY THE FEASIBILITY AND DESIRABILITY OF TAKING ANY OF THE FOLLOWING STEPS JOINTLY OR INDEPENDENTLY TO THAT END:
 - AIDED SELF-HELP PROJECTS
 - CODE ENFORCEMENT
 - CONSERVATION AND RENEWAL
 - HOME MAINTENANCE INSTRUCTION
 - WAIVING ASSESSMENTS OF SPECIFIED HOME IMPROVEMENTS.
10. ADDITIONAL POLICIES WHICH MIGHT BE CONSIDERED FOR ADOPTION ALSO:
 - THERE IS A NEED IN THE SEBASTOPOL AREA FOR A BALANCED HOUSING SUPPLY SERVING ALL INCOME GROUPS, AND NOTHING IN THE FOREGOING STATEMENTS OF POLICY SHOULD BE CONSTRUED TO SANCTION THE DOWNGRADING OF EXISTING QUALITY RESIDENTIAL NEIGHBORHOODS OR PREVENTING THE DEVELOPMENT OF NEW ONES. THE POLICY ON HOUSING WILL BE PERIODICALLY REVIEWED AND UPDATED AFTER FULL PARTICIPATION BY INTERESTED CITIZENS.

(Nos. 1-9 were adopted by the Planning Commission on February 25, 1969.)

Central Business District Plan

The Sebastopol Central Business District Plan is based on the population, economic and employment projections given in the Economic Analysis section. Sebastopol's CBD design can be summarized as follows: areas of adjacent land uses complement each other and create the city as a functioning unit (or whole). Traffic can move around and through the city, yet the pedestrian has the maximum right-of-way and can enjoy himself. The Civic Center has the potential of housing most public activities (both political and social). The CBD is a contained unit creating a range of attractions capable of furnishing all the needs of the residents--this is a people's city, not an auto's."

In addition to the Sebastopol Planning Area, segments of the following regions make up the Sebastopol Trade Area: Forestville, Guerneville, Jenner, Bodega Bay and Occidental. Projected changes in this population are shown in the following table:

SEBASTOPOL TRADING AREA (without recreation)
1965 - 20,000 people
1980 - 33,000 people
1990 - 46,000 people
1990 - possible commuters to Sebastopol = 4,800 people

Sebastopol loses approximately 15-20% of its retail sales market to Santa Rosa's broader retail base. However, a renewed, attractive CBD designed with continuity and for public enjoyment can regain this lost retail market for Sebastopol. Recommendations on how to develop this kind of CBD are discussed in the following sections on traffic, parking, design, floor space and building conditions, and then summarized.

Traffic

Main Street and Sebastopol Avenue now carry 1,450 vehicles per hour at peak times; this is 175% of the designed capacity. The traffic projected for 1990 would place 3,625 vehicles per hour (during peak times) on the same two streets; so a north-south and east-west bypass are mandatory to alleviate unbearable traffic conditions.

The north-south bypass of Sebastopol is created by doubling up the traffic with Petaluma Avenue, making Petaluma Avenue the second major through street which will tie into a newly proposed "Y" north of town. The "Y" extends Healdsburg Avenue into Johnston Street and creates the east-west bypass with a wide parkway.

Other minimum street changes are suggested to unify the industrial area and to improve overall circulation (i.e. the continuation of Flynn Street into McKinley Street and the closing of Brown Street between Sebastopol Avenue and McKinley Street).

Parking

The parking space is an extension of traffic circulation. Public parking lots are designed to separate opposing land uses and to complement related land uses. Entrances to public parking lots are designed to permit traffic to flow without interruption for drivers who do not wish to stop. The placement of each parking lot attempts to expose as many of the business establishments as possible.

There are approximately 550 parking spaces available on lots in downtown Sebastopol. The present use of parking lots shows them being used at 40-60% of capacity during peak hours. On-street parking numbers approximately 70 parking stalls and is 90-95% full.

The location of parking lots in downtown Sebastopol is generally within 3 blocks of the central shopping area. However, the present condition of the backs of the commercial esta-

blishments (which front onto parking lots) makes lot parking less than desirable. In the proposed Downtown Plan, the design and placement of the public parking areas will be an integral part, and future parking can be obtained by double-decking the illustrated lots when they are filled up at the surface level.

Design

Landscaped, tree-enclosed parking lots create a buffer zone between land uses as shown on North High Street, Pitt Avenue, Petaluma Avenue and Flynn Street. Sufficient parking lots are located within different land uses to allow a person to park within one or two blocks of his destination without crowding for an on-street parking space.

The Shopper's Trolley is designed to complete the parking service by providing easy and enjoyable access to the Central Business District and the Civic Center. The Shopper's Trolley would also connect a supervised nursery in a special "Peanuts Park" on the hill with the Civic Center on axis with the Veterans Hall.

The commercial development creates a solid band of business along Main Street with full use of the frontage on the proposed parkway and park. The gateways of the CBD are defined by opposing blocks of commercial space and the Civic Center.

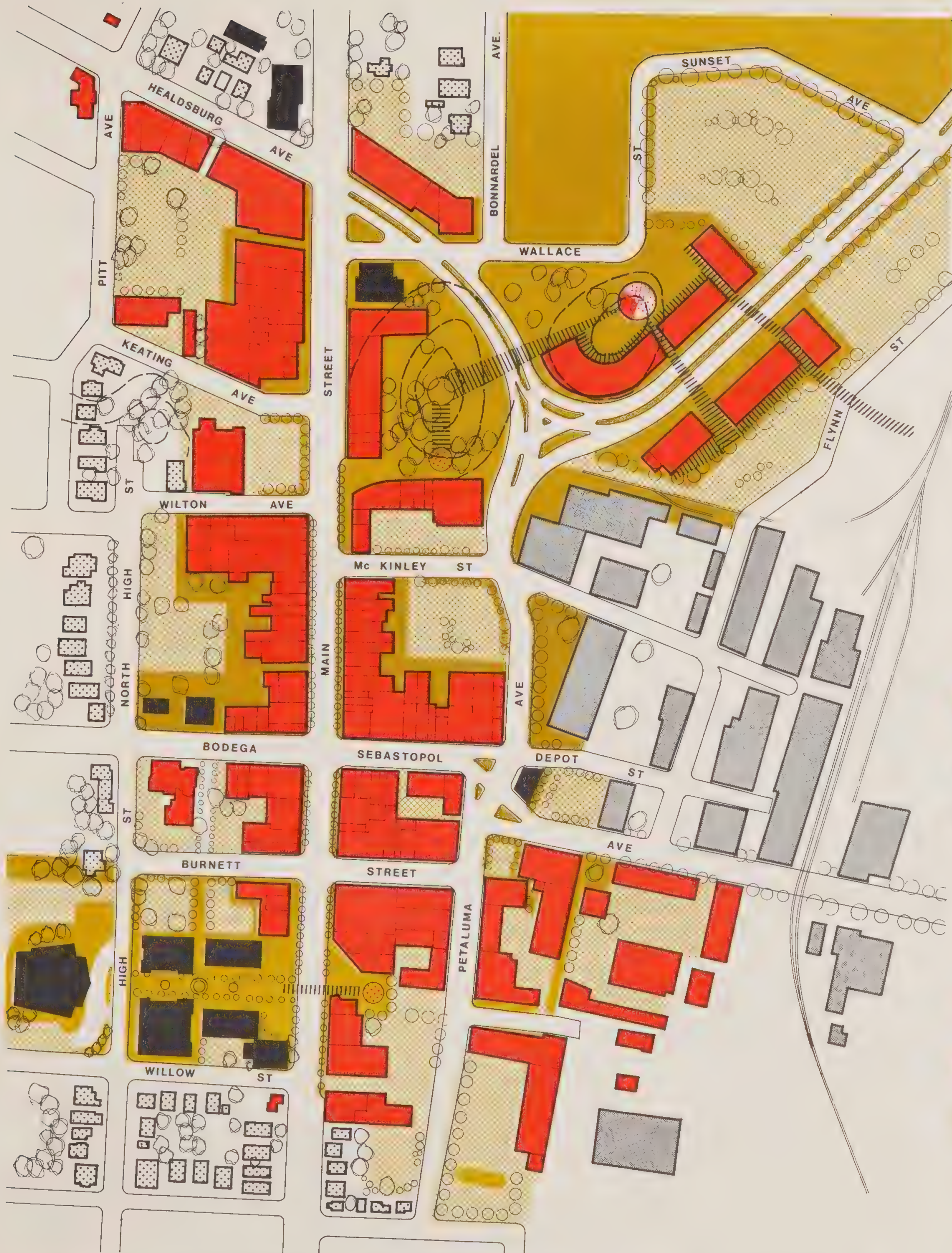
The tower on the hill creates a termination point for the pedestrian walkway from the park and lagoon. The tower also offers the potential of defining the location of the city from the Sonoma Valley.

Tree planting, gaily colored awnings and a pedestrian walkway along Main Street give further definition and character to the town (and keep it cool on hot days.)

Floor Space

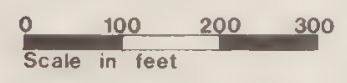
A breakdown and projection of floor space required (per the 1990 population projection) follows:

<u>RETAIL FLOOR SPACE</u>			
	estim. sq. ft. <u>1967</u>	estim. sq. ft. <u>1980</u>	estim. sq. ft. <u>1990</u>
Food stores	45,870	62,890	90,200
Automotive	39,685	45,000	45,000
Service stations	14,265	29,000	36,000
Apparel stores	13,190	16,200	24,000
Furniture & home furnishings	11,410	16,800	24,000
Eating & drinking establishments	13,575	22,000	58,000
Drug stores	13,550	16,780	26,000
General merchandise	24,085	38,000	60,000
Lumber, bldg. materi- als, farm equip. dealers	56,775	56,775	58,000
Misc. retailers	23,735	40,000	65,000
TOTAL (sq. ft.)	256,140	331,000	446,000
(acres)	5.9	7.6	10.2
<u>TOTAL PROJECTED RETAIL SPACE - 1990</u>			
City*	978,760 sq. ft.	22.3 acres	
Downtown	446,200 sq. ft.	10.2 acres	
*note footage outside downtown:			
Automotive	372,000 sq. ft.	8.5 acres	
Service sta.	100,000 sq. ft.	2.35 acres	
Lumber	100,260 sq. ft.	2.36 acres	
<u>PUBLIC PARKING - SEBASTOPOL</u>			
Existing 1968 - 590 spaces @ 325 sq.'/space = 192,000 sq.' or 4.4 acres			
Add'l Required - 602 spaces @ 325 sq.'/space = 194,000 sq.' or 4.5 acres			
TOTAL: 1,192 spaces @ 325 sq.'/space = 386,000 sq.' or 8.9 acres			
Req'd 1980 - 1,530 spaces @ 325 sq.'/space = 496,000 sq.' or 11.4 acres			
Req'd 1990 - 2,090 spaces @ 325 sq.'/space = 680,000 sq.' or 15.6 acres			

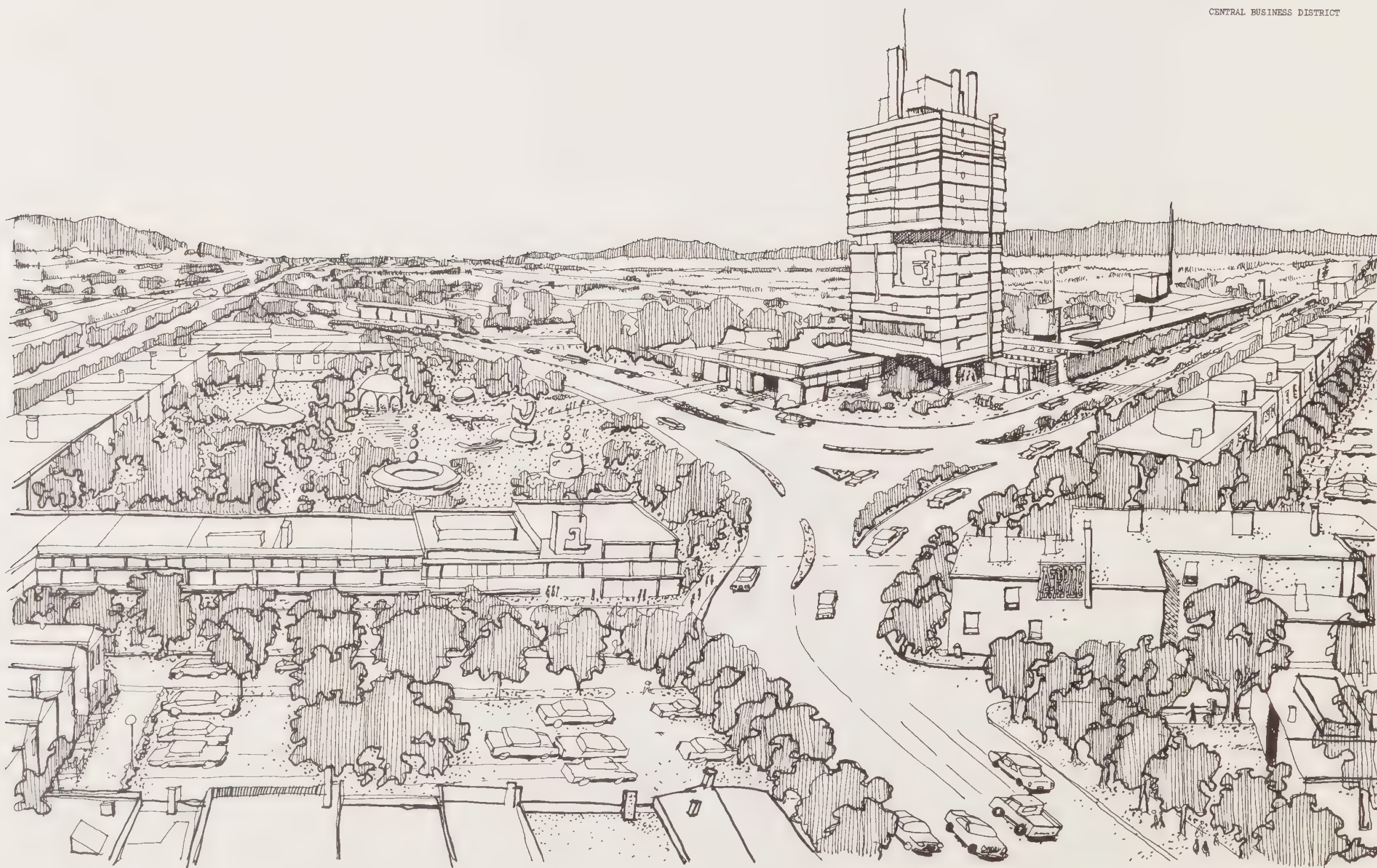


- Commercial
- Public
- Industrial
- Residential
- Apartments
- Offices
- Pedestrian Malls & Parks
- Free Public Parking
- Existing Trees
- Proposed Trees

CENTRAL BUSINESS DISTRICT AND CIVIC CENTER PLAN



CENTRAL BUSINESS DISTRICT



Building Conditions

A major percentage of the retail buildings in Sebastopol's Central Business District are of brick construction. The fronts of these buildings are either tile or plaster; and the backs of the buildings range from wood to sheet metal additions. The breakdown of building conditions in the CBD is as follows:

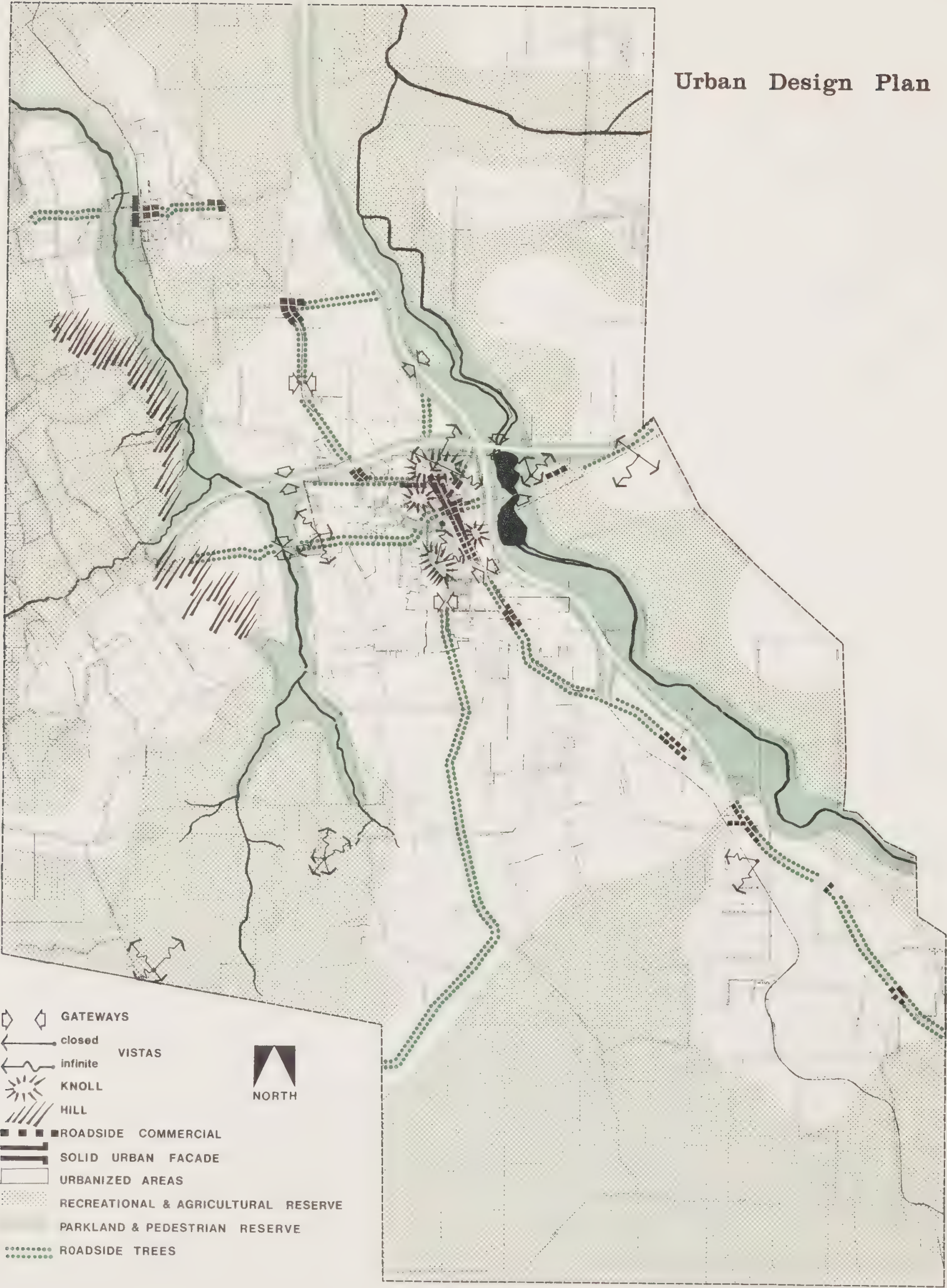
Condition:

New or renewed	13%
Sound but needing back side improvement & clean-up	18%
Sound but needing complete clean-up	31%
Needing structural or mechanical improvements beyond improved facades	9%
Not meeting established fire code or building regulations and needing removal	29%

Summary Recommendations on Central Business District and Civic Center Plan

1. The vertical element north of the present CBD offers tremendous potential for multiple housing, business offices and a restaurant overlooking Sebastopol and the Cotati Valley.
2. Power lines and utility poles should be removed and placed underground as a beginning to the improvement of community appearance.
3. The rear exteriors of almost all business establishments should be cleaned up to increase the business frontage and to encourage the use of parking lots.
4. Land acquisition for the proposed Peanuts Park and Civic Center should be started by the city as soon as possible in order to secure the general theme of the proposed downtown Plan at minimum cost.
5. The recommended phasing schedule should be adopted as a guideline to assist in the development of the city. This guideline attempts to direct growth where it can best succeed in improving the economy and public welfare of the city.
6. Procurement of a trolley car should begin as rapidly as possible in order to initiate the theme and character of the Central Business District and Civic Center of Sebastopol.
7. Cleaning up the fronts of all the businesses and the use of a planned color scheme for walls and awnings would enhance the core of the CBD.
8. The planting of trees should be begun along Main Street and on the edges of parking lots in order to define spaces.
9. The merchants should be encouraged to adopt an overall theme regarding their street signs in order to reinforce urban design and retail continuity (such as is found in a major shopping center).
10. The controlled circulation of traffic with an east-west and north-south bypass of downtown would greatly improve shopping conditions.
11. The design and placement of parking lots should be encouraged as shown in the plan in order to complement the commercial establishments.
12. Street lights should be replaced with new ones in keeping with the above ideas. (See also the Urban Design recommendations.)

Urban Design Plan



Urban Design

The urban design recommendations listed in the end of this section are based on the following visual analysis of the Sebastopol region and central district.

Located in the westerly foothills of the Cotati Valley, the city of Sebastopol presents a pleasing urban contrast to the surrounding countryside. Approaching the city, the traveler is aware of the low urban center which nestles within the apple orchards and scattered groves of redwoods and eucalyptus. One is conscious of the attractive setting which encloses the town. To the west the bluish haze of the coastal hills forms a scenic backdrop for the city. The proximity of these hills helps create a sense of locational identity for the community. In pleasing contrast, the open expanse of the fertile Cotati Valley spreads to the east, terminating in the abrupt rise of the Palisades Mountains.

The dominating hills within the city offer potential landmarks for the citizens and visitors to the community. Lookouts, restaurants, and significant urban parks are possible for Sebastopol if the hills are not urbanized. The vistas to the distant hills and mountains should be retained. The checkerboard of orchards and cultivated lands, grazing cattle, and the verdant groves of forest are giving way to the creeping suburbanization. Fortunately, the uncontrolled suburban growth has been minimal; however, Sebastopol is entering a period of growth and prosperity which could easily erase the exceptional landscape quality of the region. This quality should be retained, and its preservation is the heart of this General Plan. The responsibility for this control lies in the hands of the citizens of Sebastopol.

The level terrain of the valley floor east of Sebastopol offers an opportunity for recreational activity and agricultural reserve. The difficult drainage of the area will make urbanization of this valuable feature somewhat remote--but not unlikely. Most of the valley is cultivated or retained for cattle grazing. The area has a restful atmosphere, comfortably warm in summer

and pleasantly cool in the winter. The cooler westerly winds from the ocean are restrained by the hills which protect the city from uncomfortable temperatures. Vegetation is abundant on the eastern slopes of the hills, while the western slopes are primarily grassland. The ocean fog is kept from directly entering the valley, flowing in through a break in the hills several miles south of Sebastopol. Incoming fog is trapped within the valley, occasionally forming a soft, white blanket. This unique climatic condition presages the serious smog which could choke the residents of the valley if strict emission controls are not demanded of industry and automobile owners. This threat is already evident over the city of Santa Rosa, east of Sebastopol, which is more urbanized.

The country is basically agricultural, with livestock and row crops dominating the pastoral vistas of the valley. The ubiquitous apple orchard covers the foothills surrounding Sebastopol. Groves of magnificent redwood and madrone often border the orchards, each complementing the scale of the other. All of the elements combine with one another to form a pleasantly serene, rural atmosphere for Sebastopol.

Located at the intersection of the Gravenstein Highway and Route 12 to Santa Rosa, the central district of Sebastopol is typical of the strip development occurring along the major through routes of small cities. The evidence of congestion is paramount in Sebastopol where through traffic conflicts with pedestrian and local traffic attempting to bring shoppers to the central district. The purpose of this visual analysis is to identify such problems and point to opportunities for improvement of amenities as well as the merely functional aspects of the physical plant that is Sebastopol.

Visually, Sebastopol's downtown is partially defined by the rolling hills and the sharp contrast between roadside urbanization and outside farm land. This enclosure is enhanced and contrasted by the low hills north and south of the central district, and by the curving state

highway routes, 12 and 116, which intersect in the center of the city, and then retreat in a curving manner, blocking the views out of the city that are characteristic of flat land, grid-iron towns. This feature could be reinforced by allowing a strategically placed tower or two.

The principal elements of the central district could have a better relationship to one another. The Veterans Memorial Auditorium, Ives Park, the municipal parking lots, the City Hall-Library park complex, the downtown shopping areas, and the adjacent cannery and packing industry would each profit from an overall scheme of integration. Significant beginnings have been made on the part of the citizens and merchants of Sebastopol to establish these relationships. Ives Park is continually being improved in relation to the Veterans Memorial Auditorium, and the vacant and misused land across from the Auditorium needs to be redeveloped as a contributing link to the central district. (See Downtown Plan.)

The merchants have encouraged free, convenient and attractive parking areas adjacent to the downtown shopping area. This policy should be continued with public assistance, developing a better relationship of parking areas to the surrounding neighborhoods and to the shopping area. A city should never have "back doors", only front doors. Every part of the city is presented to the visitors and inhabitants, and this presentation ought to reflect the prosperity and good taste of its citizens. In particular, the merchants of the Key Bookstore and Frederick's Beauty Salon are to be complimented for their initiative in beginning a program to eliminate the unattractive "back doors" of the buildings downtown. An example of a new "front door" potential for shopping is the park behind City Hall and the Library. Stores facing Main Street have the opportunity to also face on a pleasant urban park combined with convenient parking. Due to the higher elevation of the park, access to second level shops and eating areas above the street level with stores overlooking Main Street might be possible. It should be remembered that the roofscape of the downtown stores

is as important as the facade because many people will look down on the shopping area from the hills that enclose the central district. Tin buildings and non-conforming uses such as garages and warehouses are not properly compatible with the best developed store buildings. All utility lines above ground are a major distraction and an unnecessary jarring note in the townscape.

The initiative of planting trees downtown, and the replacement of old, out-dated, unreadable signs have been steps in the direction of urban beauty recognized by the citizens and merchants of Sebastopol. A street tree is much more than a single object of beauty. The trees, taken together, offer a comfort of shopping amenity that is unachievable in shopping centers and parking lots that only offer seas of parked cars, asphalt, glare and heat. Signs are also a necessary element of the urban scene. They can be large or small, but definitely in good taste, preferably mounted flush on the store and not hanging over the street or sidewalk. Just one attractive, colorful, easily read sign per building conveys a message of dignity and prosperity to the shopper and passer-by more effectively than does the clutter of many signs. The sign is the merchant's voice and statement to the people. It must be simple, honest and straightforward. The store itself is the shop-keeper's image in the public eye. The present variety of different sized awnings and randomly spaced overhangs does add to the confusion. However, a "bazaar-like" atmosphere is thought by many to be appropriate in a market place.

There exist presently characteristic elements in the central district of Sebastopol which should be developed as assets of the community. The vacant land north of the canneries might serve as an extension of the business district, including a fruit and produce market. The canneries themselves should be recognized as possible assets to the central district. The facilities are generally well maintained and clean; but with a little effort expended to make the area more attractive as a showplace

for the fruit industry, the merchants of both areas could profit. Painting of bulky buildings can do wonders to transform them from liabilities into assets. The non-conforming uses which now exist in the cannery district, such as old residences, junk storage yards, and lumber supply, should gradually be relocated to areas which would allow better service and expansion possibilities. A limited amount of land for expansion of the canning and packing industry is available to the east of the present area. Existing utilities and railroad lines are conveniently located. Properly done, the new expansion could serve as a significant entrance into the city, besides being good advertising for the industry. The old palm trees near the Laguna bridge give living testimony to the persistence of this thought over generations of inhabitants.

One area of the central district which is in need of redevelopment is the light industrial service area south of Sebastopol Avenue. The mixture of land use is chaotic, and there is little room available for expansion. Generally, the roads and property are poorly maintained, not necessarily the fault of the owners, but due to the fact that this area is in a period of transition with no overall plan to guide new development. A positive program could be implemented, so that the property will make its proper contribution to an active and growing town center.

In addition, the Buddhist Temple, the Chamber of Commerce building, the Bank of Sonoma County, the Sierra National Bank, and the church at the corner of Main Street and Healdsburg Avenue are singled out as buildings of particular architectural significance and worthy of preservation and the development and enhancement of appropriate surroundings.

Summary Recommendations on Community Appearance and Urban Design

1. The crossroads of Main Street and Sebastopol Avenue should be maintained as the major node or center of Sebastopol. The Bank of Sonoma

County and the Sierra National Bank should be preserved as unique architectural landmarks to reinforce the special quality of this point of interest.

2. The minor node at the intersection of Petaluma and Sebastopol Avenues should be reinforced. The Chamber of Commerce and many remodelled stores along Sebastopol Avenue add to the quality of this space. The undefined corner gas stations and open parking lots and lumberyards should be visually closed off with trees and/or fencing or replaced with solid fronts.
3. A new area of visual significance will be formed at the intersection of an extended Petaluma Avenue and new road off Johnson Street. This node will contain extended commercial development and will be directly connected by a pedestrian walkway and Shoppers Trolley to the old part of town.
4. A "Peanuts Park" on the wooded hill is proposed (beside the new commercial node). Here mothers can leave their children in a nursery or specially supervised playground while they shop.
5. To define the space of Main Street, trees should be planted around the edge of parking lots or stores (such as the Safeway).
6. Trees should also be planted along Petaluma Avenue to define the space of this street and to screen the surrounding parking lots, lumberyards and canneries.
7. The blocks between Burnett and Willow Streets on both sides of Main Street should be redeveloped, as should Johnson Street on the north. A pedestrian walkway to the Veterans Hall is desirable.
8. A pedestrian walkway connecting the present library and City Hall with the Veterans Hall and proposed new civic structures would tie together all public service buildings into an understandable whole or "campus."
9. Trees should be planted along important roads which mark the approach to Sebastopol. Such trees, together with sign controls, removal of telephone poles and building placement controls would greatly enhance the visual quality of Sebastopol.

10. A boating and recreation facility would add to the attractiveness of the proposed lagoon as well as help to create a very pleasant impression of Sebastopol for anyone entering the city from the east. Other entrances should also receive special attention, as indicated on the Plan.
11. Parks and schools on each end of the downtown area will be connected into the urban fabric of Sebastopol by means of walkways. In this way it is hoped that a strong image of an organized small city with pleasant walkways, shops and parks will be impressed upon the minds of all living in or visiting Sebastopol.
12. A vertical feature on a hilltop is suggested. This could be an apartment building with a special view deck or simply a lookout tower over the park.
13. A pedestrian walkway would connect the town center and vertical landmark with the proposed lagoon and park area.
14. Most importantly, the fields and forests not needed for urban development in this century should be set aside and preserved in their natural state.



Much can be done with very little as illustrated by this drawing. Simple removal of telephone poles and wires gives the church at the corner of Healdsburg and Main Street the appearance of a delightful landmark.





View from the public parking lot behind City Hall showing a general confusion of buildings and an overpowering predominance of telephone poles.

The dilapidated condition of the backs of stores along Main Street needs improvement. The drawing shows how a clean-up and tree planting program could rejuvenate this area.





AREA BEHIND STORES AS IT APPEARS NOW



AREA BEHIND STORES AS IT COULD BE

Future Planning and Recommendations

The preparation of a General Plan, of course, does not of itself create a perfect community. It is only the first step. In addition to the institutions already created for Sebastopol development control, some new ones will have to be invented.

The County staff already provides zoning administration services to both City and County, along with subdivision review. But no one is responsible for a housing program, architectural control, working with citizens groups on policy reformulation, preparation of a capital improvement program, review and liaison with all public works, promotion of industry, administration of Federal and State fund-seeking programs, tree planting and maintenance, park expansion program, renewal or redevelopment, accelerated code enforcement, underground wire ordinance enforcement, off-street parking on the required scale, and other functions which would in their total effect actually bring into realization the General Plan which the City has now adopted.

The problem is simply one of funding for staff expansion in a small city. There are several ways around this problem. One alternative is for the city to make an investment in a Development Coordinator whose principal function would be to collect all the State and Federal funds for which the city and County are eligible, which would be far in excess of his salary, and therefore an adequate justification for the investment. Another alternative is to expand the City Manager's function for the same purpose and effect.

Still another alternative is to exploit the volunteer labor that exists in the form of citizens committees, service clubs, chambers of commerce, and other public or semi-public institutions. This may also involve some City administrative expenses, which could however be ameliorated by County contributions. Since more than 70% of the Planning Area is under County jurisdiction, this would not be an unreasonable request for the City to make.

A non-profit corporation has already been suggested to expand the supply of low cost housing through funds available from the Farm Home Administration and the Department of Housing and Urban Development. Such a corporation would need, and could support, staff resources which might undertake or at least facilitate many of the functions enumerated above.

The 701 Program, which produced this report, can also be extended on an easily financable 66 and 2/3 percent formula to incorporate the Capital Improvement Program, and a 90% demonstration grant could possibly also be obtained for innovative programs of environmental enhancement such as the above.

In any event, a very special effort will have to be made to create the proposed Parkways (which also have great recreational value), because no funding at the State level has yet been made available, although Parkways were authorized in 1964. If the County builds them, they will encounter some new and unfamiliar design criteria (see illustration) which may require some supplementary assistance for the County Road Department. They might also be built as toll roads, but not for the Sebastopol segments along. Fifty percent of the cost of right-of-way open space is eligible for Federal grants under at least 2 programs: Conservation Land and Water Fund (State Resources Agency) or HUD.

One of the most salutary results of undertaking a Capital Improvement Program would be the knowledge gained as to precisely how much money will be needed to carry out the General Plan, and precisely how much is going to be available from local, State, private and Federal sources.

Several of the areas characterized by unsound or deteriorated houses could qualify for AB115 (California) municipal bond or Federal renewal funds. Those funds can be obtained by preparing detailed plans for such areas and making application based upon the plans. Such plans are also eligible for 701 funding.

In any event, the least desirable thing to do about the future of Sebastopol is to assume that the General Plan alone will take care of it. The Plan is a guide to zoning and subdivision activity, but its most beneficial effects will be realized in daily, persistent and continuing application to the building and construction of that 50% of the future City of 34,000 that will be public improvements, and the regulation of that 50% which will be private, in order to insure that the environmental qualities represented by those millions of dollars will be fully utilized on behalf of the people.

Recommendations

1. The General Plan as adopted should be carried out by applying it to all subsequent zoning, subdivision and development matters which come before the staff and Commissions.
2. A Capital Improvement Program should be established as the next logical step in Plan implementation, in order that resources available in the future can rationally be applied to constructing the planned community on a priority basis, and supplementary Federal and State funds can be sought early enough to avoid wasteful crash projects and emergency funding.
3. The proposed City zoning, which follows this report, should be adopted on the basis that it represents only an increment of a few years of growth and development, and will be amended many times during the 20 year planning period covered by this report.
4. The County needs several new zoning districts in order to implement this Plan, including a park and open space district and several agricultural and residential zones with a range of large lot sizes for minimum standards. A full report on this will be published soon.
5. Orchards should be retained in order to extend the life of the canneries which constitute the basic economic support of the community. (There will still be 24,000 acres of farm land and open space left over after all the space requirements of urban development are met for the next 20 years.)
6. Trade and service represent the main category of immediately available economic potential, and the importance of the Downtown Plan to help Sebastopol compete for a potential annual sales volume of \$53,000,000 cannot be overemphasized.
7. The parkways will do more than any other effort of man (except conservation of farmland) to carry out the goals and objectives of the people of Sebastopol to have a beautiful town and preserve the best environmental amenities inherited from the past. (They can be funded by Federal, State or County sources, or a combination, and they would achieve their purposes almost as well with an 80' right-of-way as with the Federal standard of 200' average.)
8. The development of some substantial portion of the 200 low cost housing units required each year until 1990 is an unavoidable concomitant of the economic growth projections upon which this Plan is based (without which it would be unlikely that 34,000 people could be settled by 1990).
9. The Housing Policy included in this report should be adopted as a part of the General Plan before July 1969. Temporary relocatable houses should be considered as a feasible way to provide the low cost housing needed for the community, until the quota is filled or until some other way is found to meet the need. These could be introduced as a pilot project, either privately or publicly sponsored, and would serve the community as an additional source of taxes.

Appendix

The Appendix includes:

Summary of Sebastopol Lagoon
Recreation Feasibility Report

Traffic Circulation - Areas of
Hazards and Congestions

Table of Comparative
Levels of Service

Comparison of 1951 and 1968 Traffic
Counts - City of Sebastopol

Summary - Realtor Interviews

Housing Survey Questionnaire

Summaries - Housing Surveys

Bay Area Transportation Study -
Household Income, Rent and Housing Cost

Housing Problem Areas

Methods for Improving the Quality of Housing

Summary of County Housing Letters

Proposed Abatement Program for
Substandard Housing

SUMMARY OF SEBASTOPOL LAGOON
RECREATION FEASIBILITY REPORT

There appear to be only two possible methods of creating the artificial lakes contemplated on the Laguna de Santa Rosa:

1. Construct Check Dams to impound water
2. Excavate areas to below low water on Russian River and connect with channels.

General

The Russian River has reached a peak flood stage varying from 55 to 72 feet above mean sea level in the years 1939 to 1962. In 17 of those years it was over elevation 60 and in 8 of those years was over 65. In two of those years it was over 70 and the maximum was 73.1 in 1955-56, which is considered close to a 100 year flood. These peak levels would have been reduced by approximately 3.5 feet if both Warm Springs and Coyote Dams were in operation.

The existing stream bed elevations are approximately 50' at Guerneville Road and the same at Occidental Road, and approximately 60 at the Santa Rosa Road. Road elevation at these points are approximately 60 at Guerneville Road, 60 at Occidental Road, and 67 at Santa Rosa Road.

Scheme 1

Possibly check dams and flood control gates could be installed at Guerneville Road and Occidental Road. There is another possible site for a small dam to elevation 60 about one mile downstream from the Santa Rosa Road.

The supply to the lakes created by these dams would come from winter and spring runoff. During summer months there is very little flow in the Laguna de Santa Rosa. There could be a question as to whether the existing subsurface soils would be impervious enough to sustain a practical water level, more especially in the Sebastopol area.

Effluent from the Santa Rosa Sewage Plant, approximately three miles upstream, will have secondary treatment and will not pose a problem other than public acceptance. No check was made of the Sebastopol plant, but it would be anticipated that they will also be required to provide secondary treatment, or else the outfall could bypass the ponds.

These dams would be inundated when the flood stage reached 60 which will be once every two years when Warm Spring Dam is completed. If the dam elevation were 65, the inundation could be expected every ten years.

Scheme 2

Flood Control District

This may be a more feasible proposition. From November to June the backwater in the Laguna de Santa Rosa does not fall below elevation 50. The channel construction should be a relatively easy operation, and the size and depth of the lakes to be created could be flexible and readily expandable as the need arose. The Sonoma County Flood Control District has already constructed a channel in the lower reaches, the purpose of which is to provide drainage. They have also considered the possibility of extending this channel to serve as a transmission facility to carry water to Petaluma and North Marin. Their studies on this are not complete.

It appears that it is physically possible to construct lakes for recreational use. The specifics of size, location, and method of construction (scheme 1 or scheme 2 or some other alternate) would warrant further studies and investigations, if the general plan and concept is adopted.

Redmond Walsh
Civil Engineer

TRAFFIC CIRCULATION - AREAS OF HAZARDS
AND CONGESTIONS

Sebastopol Road (Route 12) at City Limits

Hazards: The quantity of traffic carried by this 2-lane country road is in excess of the margin of safety, especially during peak hours when the heavy traffic travels at a high rate of speed. The two bridges are the location of accidents almost every year.

Congestions: Peak hour capacity is presently 850. The road is used primarily for commuter traffic to and from Santa Rosa. On weekends the traffic decreases since the commuter load is slightly more than weekend traffic. The recent improvement of Occidental Road has also helped to relieve some of the weekend traffic headed to the Russian River. However, on summer weekends, traffic will be backed up to the bridges crossing the Laguna de Santa Rosa creek. It is a highway with a maximum speed of 50 mph. Commuter traffic, especially in the afternoon, makes crossing the road from north to south almost impossible.

Sebastopol Avenue at Petaluma

Hazards: The number of accidents occurring at this location is greater than any other location downtown. Semi-blind spots, the confusion of traffic islands, congestion, and the high rate of speed from vehicles entering from the east are the principle reasons.

Congestions: Peak hour capacity is approximately 800. This intersection has been identified as the most congested in the city. The quantity of traffic at peak hour virtually prohibits movement of traffic north and south. This in turn creates difficulties on the feeder streets when traffic backs up. The situation is further aggravated by the truck traffic moving to the canneries located nearby.

Intersection of Highway 12 and 116

Hazards: A traffic signal controls the movement of traffic here. The greatest hazard is to pedestrians, although their numbers continue to decrease because of the inconvenience of shopping in this area.

Congestions: The traffic signal moves a low volume of vehicles with ease. However, severe congestion occurs at peak hours (mornings, evenings and weekends) with traffic backing up to the city limits on both routes 12 and 116--despite the flexibility of the signals which can be altered to stay red or green for a longer period. This severe congestion is quite detrimental to shopping activities in the central area, discouraging potential shoppers from venturing downtown.

Curve on Bodega Avenue between Robinson Road
and Washington Avenue

Hazards: This curve is responsible for a great number of accidents, usually involving one car and east bound vehicles. Warning signals are only partially effective. Apparently the curve is too subtle for rapidly moving vehicles entering the city.

Congestions: Congestion in this area is not a problem.

Bodega Highway at Golden Bridge Avenue

Hazards: The cresting of the highway combined with the intersection of a minor road creates a potentially dangerous situation and should be remedied.

Congestions: Congestion in this area is not a problem.

Bodega Highway at Water Trough Road

Hazards: The double reverse curve of the highway combined with visibility and the intersection of six minor roads and additional driveways makes this 1000 feet of highway responsible for the largest number of accidents on

a country road outside Sebastopol.

Congestions: Congestion in this area is not a problem.

Highway 116 at Elphic Road

Hazards: Poor visibility resulting from a house on the south and a poorly located chain link fence on the north results in this intersection having the greatest number of accidents of any intersection in the County outside Sebastopol. The fence and house should be removed and the curve of the highway straightened.

Congestions: A number of cars will back up on Elphic Road waiting to enter Highway 116. Poor visibility does not allow the traffic to move out quickly and safely.

Healdsburg Avenue at Main Street

Hazards: The width and absence of obstructing buildings allow for good visibility at the intersection. However, vehicles entering from north Main Street virtually have to pull out into the intersection to see traffic.

Congestions: Congestion in this area is not a problem except in the afternoons when all the students leave the high school.

Gravenstein Highway from Covert Lane
to Hurlbut

Hazards: The sharp, blind intersection of the Gravenstein Highway with Hurlbut and the intersection of the Gravenstein Highway with Covert Lane and Healdsburg create potential accident areas with the advent of a new shopping center at this location. The Gravenstein Highway should be widened introducing islands with left turn lanes.

Congestions: Traffic turning left into the shopping center backs up traffic along the highway.

High School Road from Eddie Lane to
Occidental Road

Hazards: This road is very narrow and traverses rolling hills resulting in unsatisfactory driving conditions and reduced visibility. Traffic tends to move rapidly along the two portions of the mile straight way. Several accidents, including one fatality, have occurred near the intersection with East Hurlbut Avenue.

Congestions: Congestion along this road is not a problem except near the High School in the afternoons. Better circulation around the school should be provided.

BAY AREA TRANSPORTATION STUDY - HOUSEHOLD INCOME, RENT & HOUSING COST

Household Income	Sonoma County	Sebastopol
\$12,000 plus	6,607 (12.9%)	285 (6.75%)
\$9,000-12,500	9,036 (17.8%)	408 (10%)
\$7,000-9,000	8,652 (16.9%)	592 (14.5%)
\$5,000-7,000	8,969 (17.4%)	937 (23%)
\$5,000 and below	12,163 (23.7%)	1570 (39%)
not reporting	5,846 (11.3%)	285 (6.75%)
<u>Total</u>	51,273	4,077

Rent	Sonoma	Sebastopol
\$126+	1,199 (85%)	-
\$101-125	2,186 (15.6%)	81 (7.3%)
\$76-100	4,013 (29%)	285 (25.6%)
\$75 and below	6,498 (46.5%)	736 (67.1%)
not reporting	74 (.4%)	-
<u>Total</u>	13,970	1,102

Household Cost	Sonoma	Sebastopol
"property value"		
\$40,000 +	5,894 (16.2%)	448 (15.2%)
\$30,000-40,000	2,869 (7.8%)	204 (7%)
\$20,000-30,000	8,991 (24.5%)	611 (20.7%)
under \$20,000	14,738 (41.6%)	1263 (43%)
not reporting	3,935 (9.9%)	408 (14.1%)
<u>Total</u>	36,427	2,934

HOUSING PROBLEM AREAS

Area #	Location	Deteriorated D.U.s (brown)	Substandard D.U.s (black)	Problem Area, Acres
1	Graton	74	59	72
2	Teen Alley Rd. & Sullivan Rd.	6	0	44
3	Dyer Ave. west of Graton	19	15	53
4	Frye Rd. east of Graton	18	6	27
5	Frye Rd. east of Graton	4	3	21
6	Hurlbut Ave. north of Sebastopol	10	4	27
7	Healdsburg Ave. north of Sebastopol	9	0	3.5
8	North of McKinley Rd., north of Sebastopol	16	0	7
9	South of Sebastopol Rd., northwest of Sebastopol	2	9	7
10	Sebastopol, between High St. and Petaluma Ave.	75	0	36
11	First St. southwest of Sebastopol	3	4	6
12	Page Road and Bodega Hwy.	7	3	22
13	Bodega Hwy. betw'n Mont- gomery Rd. & Sexton Rd.	18	16	105
14	Sexton Rd. & W. Sexton Rd.	7	9	80
15	Ridge Rd. & Darby Rd.	20	9	130
16	Walter Rd. & Gemone Rd.	7	4	52
17	Cooper Rd. southeast of Sebastopol	20	4	50
18	Bloomfield Rd. & Petaluma Avenue	43	12	86
19	Kennedy Rd. & Thorn Rd.	10	6	95
20	Gravenstein Rd. & Todd Rd.	37	9	102
21	Gravenstein Hwy. & Bartleson Road	60	26	170
22	Hessel Ave. & Turner Rd.	21	12	120
23	Barnett Valley Road	1	4	36
		487 D.U.s	216 D.U.s	1348 acres*

*represents .4% of the total Planning Area

METHODS FOR IMPROVING THE QUALITY OF HOUSING

- Adoption of General Plan which aids enhance-
ment of the neighborhood environment by
 - Reducing through traffic
 - Providing for neighborhood schools, parks
and playgrounds
 - Reserving nearby farm lands, flood plain,
etc. against urbanization and sprawl
 - Allowing sufficient land area for multi-
ple housing and other housing types, so
as to provide a full range of densities
and a wider range of prices to meet a
larger housing market.
- Enforcement of existing codes and ordinances
to prevent the development of any new hous-
ing which might become blighted, unsanitary,
or unsafe in the future.
- Adoption of new codes and ordinances which
could prevent future slums and blight, such
as a housing code which could prevent over-
crowding of units (more than one person per
room).
- Encouragement of private enterprise to pro-
vide housing to meet the needs of all people,
except those in the lower income brackets
who cannot be reached by any new housing now
on the market except trailers. (Private en-
terprise can be assisted by insuring that
standards are sufficiently low in some parts
of town that houses can be economically
built to serve middle income families with-
out depreciating the higher quality neigh-
borhoods. Also by providing research in-
formation, plans, programs and cooperation
on financing.)
- A voluntary citizens association for housing
can be set up and supported by the City and/
or County. This association could:
 - Make available technical assistance and
guidance to residents who are threatened
with eviction by unemployment or illness
 - Apply for Federal assistance for financing
lower cost housing
 - Maintain an inventory of substandard houses
and persuade landlords to make at least
minimum improvements
 - Provide advice and counsel to newcomers
seeking housing within their means, espe-
cially low income families not now served
by the existing stock of housing.
 - Do continuing research and study on ways
and means of solving housing problems.
- Direct action by public agencies which could
(or does) include:
 - Subsidy for disadvantaged rent-payers
(welfare, etc.)
 - Construction of housing to rent for
25-30% of income of families selected
by means
 - Mass production of housing (Federal,
State or regional) to reduce cost
 - Application for all State and Federal
funds available including:
 - Farm Home Administration loans
and grants
 - Federal Housing Administration
mortgage insurance
 - AB 115 municipal bonding for 30-
acre renewal projects
 - HUD redevelopment program, including
public housing and other assistance,
plus 2/3 grants.
 - Construction and remodelling of low
cost housing through a subsidized
non-profit community development
appropriation.
 - Construction of new communities
through Title IV of the Housing Act
of 1968 (80% financing of equity
capital).
- Aided self-help housing in which the commu-
nity pays for materials assembled by the
labor of low income families.
- Development of a low-cost housing fund
through a combination of public matching
funds and charitable contributions.
- Setting up a list of all families requiring
housing assistance and working on a persis-
tent program until the list is exhausted.

SUMMARY OF COUNTY HOUSING LETTERS

- Graton and Belmont Terrace, Kelleys and
Mt. Vernon septic tanks failing.
- Self-help housing saves about 20% of cost.
- 75% of all low income people contacted by
Sonoma County Grass Roots are in need of
low cost housing. (Over 300 families desire
to work on programs.)
- A family of 10 with an annual income of
\$6400 (or \$4500 on the farm) are now re-
garded as at the poverty line by the Office
of Economic Opportunity in Santa Rosa.
- The County Building Inspector estimates
that 50% of existing residences in the Se-
bastopol area will require major rebuildin
or abatement in the next 20 years.
- There were something over 96 new lots
formed in the average year from 1966-68,
of which about 15 were created inside the
City.
- New County Zoning Amendments will make it
more difficult to place an individual trailer
on a County lot after November 19, 1969.

PROPOSED ABATEMENT PROGRAM FOR SUBSTANDARD HOUSING

The City of Sebastopol and Sonoma County
shall strive to improve housing conditions in
their respective areas of jurisdiction by en-
forcing an active abatement program of substa-
ndard dwelling units. As needed, the followin
guidelines will determine the policy of abate-
ment.

- A constantly updated housing inventory and
map will locate problem areas and dwelling
units to be watched.
- A descriptive inventory of the condition of
each substandard dwelling unit with the
following information:
 - wiring
 - plumbing
 - structure
 - roof
 - special hazards
 - general condition.
- Priority list of dwelling units which are
presently a hazard to the general public and
tenants.
- Notify the owners and tenants of all hazar-
dous dwelling units to remove or improve
hazardous conditions (as listed on their in-
ventory) or tear down the unit.
 - If owner decides to improve dwelling unit:
 - Allow 2 months to improve major
problems.
 - Confirm improvements at the end of 2
months by building inspector. If im-
proved, update inventory and map. If
not improved, notify owner of delin-
quency and give final 60-day grace
period, with the condition that fail-
to improve dwelling unit denotes a
decision to tear down dwelling unit
at owner's cost.
- Notify tenants and owners of substandard
dwelling units to improve their dwelling
units' conditions as denoted in the inven-
tory sheet or become classified as a potenti-
hazard subject to abatement proceedings.
Allow a given number of months for owner to
improve condition, subject to individual
problems.

COMPARISON OF 1951 AND 1968 TRAFFIC VOLUMES

During the period between 1951 and 1968 some traffic volume increases were observed which have radically changed the traffic flows within the City. In general, it would be safe to say that the downtown portion of the City and the old established streets have increased only moderately, and the percentage of increase for the 17 year period is not extreme. However, the outlying areas of the City, and in particular the western and southern portion of the City, experienced some extremely high traffic count increases. A list of various streets within the select system of streets, and the differences in 24 hour traffic counts with percent increases are as follows:

STREETS	1951	1968	% INCREASE
Covert Lane	200	1,012	406
Ragle Road	400	891	123
Murphy Avenue	500	1,235	147
Washington Street	600	1,109	85
Florence Avenue	900	1,019	13
Pitt Avenue	400	1,360	240
High Street	1,000	1,229	23
Litchfield	700	1,407	101
Calder Avenue	500	945	89
North Main Street	1,200	3,076	156
Petaluma Avenue	3,200	7,315	129
Fircrest Avenue	200	810	300
Main Street	9,500	11,700	23
Healdsburg Avenue	6,000	8,600	43
Bodega Avenue	4,500	8,085	80
Sebastopol Avenue (Main Street)	7,000	8,100	16
Sebastopol Avenue (City Limits)	5,000	9,800	96

Road Type	TABLE OF COMPARATIVE LEVELS OF SERVICE						
	L E V E L O F S E R V I C E *						
	A	B	C	D	E	F	
	FREE FLOW	STABLE FLOW	STABLE FLOW	MARGINAL STABLE FLOW	UNSTABLE FLOW	FORCED FLOW	STOPPAGE & STORAGE
Freeway 12' lanes 2 lane divided (v/h increases as the number of lanes in one direction in- creases)	60 mph 700 v/h/l	55 mph 1000 v/h/l	50 mph 1500 v/h/l	40 mph 1800 v/h/l peak stable flow	30 mph 3000 v/h/l fluctuating flow	0-30 mph v/h/l varies	
PAVEMENT-MULTI-LANE BIGHWAY 12' lanes 2 lane BV no access control	60 mph 800 v/h/l	55 mph 1000 v/h/l	45 mph 1500 v/h/l	35 mph 1800 v/h/l	30 mph 2000 v/h/l	0-30 mph v/h/l varies	
2 lane highway 12' lanes (v/h gives for one direction only)	60 mph 200 v/h/l	50 mph 450 v/h/l	40 mph 700 v/h/l	35 mph 850 v/h/l	30 mph 1000 v/h/l	0-30 mph v/h/l varies	
Urban & Suburban Arterial Streets	30 mph+ 100 v/h/l .60 v/c	25 mph 225 v/h/l .70 v/c	20 mph 350 v/h/l .80 v/c	15 mph 400 v/h/l .90 v/c	15 mph 500 v/h/l 1.00 v/c	10 mph v/h/l varies Congestion	
DOWNTOWN STREETS (for through traffic only) timed signals	20 mph 66 v/h/l	20 mph 150 v/h/l	15 mph 200 v/h/l	10 mph 280 v/h/l	10 mph 300 v/h/l	Stop & Go v/h/l varies	
	*note: all speeds are minimum on bothways v/h/l-vehicles per hour per lane v/c-volume to capacity ratio. Congestion occurs as traffic volume approaches capacity.						

SUMMARY - REALTOR INTERVIEWS

Several realtors and developers were contacted regarding the housing inventory in the Sebastopol Planning Area. The following points were elicited from them:

1. Areas of old, run-down homes exist in all of Graton and near 1st and Johnston Street.
2. In public requests for housing, 10 to 12 people per day ask for:
 - a. \$90 to \$100 rentals (none available)
 - b. 2 BR, country home \$115/mo. (none avail.)
 - c. 2 BR, town home \$85/mo. (none available)
 - d. 2 BR, apartment \$110/mo. (none avail.)

The rental demand is not being met. Ironically, the area is not a good place for speculation rental units because rents are not as high as in Santa Rosa. Buyers want to be out of town, while renters take anything. Some renters could afford \$175/mo. in nice apartments, but no units are available. The vacancy rate is extremely low.

3. Construction-
 - a. Biggest demand is for lots of 1-1½ acres at a price of \$7000-10,000 per lot.
 - b. Custom built homes range from \$26,500 to \$45,000 in the areas of Forestville, Suain Heights and suburban Sebastopol.
 - c. Homes which rent for \$110 to \$150 per month cost \$20/sq. ft. to build and are generally poor quality, without insulation, etc.

HOUSING SURVEY QUESTIONNAIRE

There are a number of housing programs partially or wholly Federally financed which could be undertaken in Sebastopol.

1. Which of the following housing programs would you favor? Disapprove? No opinion?
 - a. Rent subsidy
 - b. Public housing
 - c. Self-help housing
 - d. Code enforcement
 - e. Redevelopment.
2. Do you rent or own?
3. What is your monthly rental approximately?
4. What is the approximate present market value of your house?
5. Income of Family
 - a. Under \$5,000
 - b. \$5-7,000
 - c. \$7-9,000
 - d. \$9-12,500
 - e. \$12,500 and up.
6. Comments on how to improve housing in Sebastopol:
7. Address:

SUMMARY - HOUSING SURVEY (PLANNING ASSOCIATES)

Over 50 families were contacted in various neighborhoods in the planning area in order to achieve a broad range of public opinion and information regarding housing in the Sebastopol area. The results are as follows:

1. Housing Programs
 - a. Rent subsidy: In favor: 57%
Against: 23%
No opinion: 20%
 - b. Public housing: In favor: 50%
Against: 30%
No opinion: 20%
 - c. Self-help housing: In favor: 86%
Against: 4%
No opinion: 10%
 - d. Code enforcement: In favor: 83%
Against: 10%
No opinion: 7%

- e. Redevelopment: In favor: 70%
Against: 20%
No opinion: 10%
2. Renters and Owners
18% were renting and 72% owned houses.
 3. Monthly rentals ranged from \$35 to \$115.
 4. Market value of houses ranged from \$6,000 to \$50,000.
 5. Family Income
 - a. Under \$5,000/yr. 44% (retired)
 - b.-e. even distrib. 56%
 6. Comments
Most common comments were the following:
 1. Property taxes should be lowered to allow people to stay where they are.
 2. Building code enforcement was slipping and should be carried out under a stronger program.
 3. There are not enough homes or apartments available for people to move into.

SUMMARY - HOUSING SURVEY (COUNTY PLANNING STAFF)

Over 40 families were contacted in Graton as to their opinions on housing in the Sebastopol area. The responses were as follows:

1. Housing Programs
 - a. Rent subsidy: In favor: 2%
Against: none
No opinion: 98%
 - b. Public housing: In favor: 15%
Against: none
No opinion: 85%
 - c. Self-help housing: In favor: 30%
Against: none
no opinion: 70%
 - d. Code enforcement: In favor: 10%
Against: none
No opinion: 90%
 - e. Redevelopment: In favor: none
Against: none
No opinion: 100%
2. Renters and Owners
45% were renting and 55% owned houses.
3. Monthly rentals ranged from \$35 to \$125, with 85% of them falling in the \$50-65 range.
4. Market value of houses ranged from \$6,000-21,500, with an average of \$10,000-11,000.
5. Family Income
 - a. 55% under \$5,000
 - b. 12% \$5,000-7,000
 - c. 8% \$9,000-12,500
 - d. (no response) 25%
6. Comments

The need for a public sewer and water system was mentioned most often. Also brought up was the lack of suitable housing for households with incomes under \$5,000 per year. It should be noted that a majority of the families interviewed had little or no response to the first question regarding housing programs. The lack of opinion suggests that many people lack information about the programs. For this reason, the community would benefit by the creation of a Housing Authority to inform citizens about programs which the City or County might undertake, through the Authority, to meet the housing needs that are apparent from the responses to this questionnaire.

SEBASTOPOL HOUSING CONDITIONS & PROPOSED HOUSING PROGRAM



LEGEND

● AREAS CHARACTERIZED BY PREDOMINANTLY
UN SOUND AND DETERIORATED RESIDENCES
(SUGGESTED RE-USES: LOW COST HOUSING
RENEWAL & REDEVELOPMENT, MOBILE HOME
PARKS, AND INTENSIVE CODE ENFORCEMENT;
SEE HOUSING ELEMENT.

Acknowledgements

Sonoma County Board of Supervisors

Ignazio A. Vella
Leigh S. Shoemaker
Meade L. Nordyke
Art Ruonavaara
Robert Theiller
Robert E. Rath

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Don Reay, Architect
Graham Kay-Eddie, Architect
Michael Block, Economist
Stephen Wanat, Urban Designer


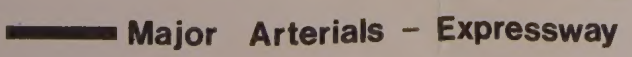





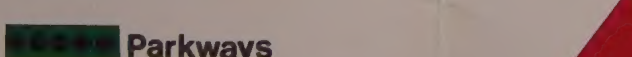


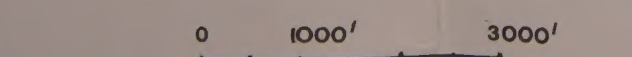

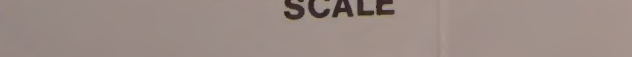



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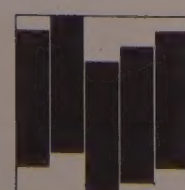
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SEBASTOPOL AREA GENERAL PLAN

Legend

- | | |
|---|--|
|  Agricultural, Flood Plain & Recreation Reserve |  Major Arterials - Expressway |
|  Rural Residential |  Minor Arterials |
|  Residential |  Scenic Highways |
|  Duplexes, Row Houses, Trailers & Apartments |  Parkways |
|  Semi - Public | |
|  Parks & Schools |  existing |
|  Mixed Roadside Use (motels, offices, institutional etc.) |  proposed |
|  Retail Commercial, Neighborhood | |
|  Retail Commercial C.B.D. | |
|  Heavy Commercial & Light Industry | |

0 1000' 3000'
SCALE



CITY & REGIONAL
PLANNING ASSOCIATES, Inc.
JACKSON PLACE & BATTERY
SAN FRANCISCO
CALIFORNIA 94111
YUKON 1-8595

The preparation of this map was financed in part from a Planning Assistance Grant from the Department of Housing and Urban Development, under Section 701 of the Housing Act of 1961, as amended.

